

Management's Impact on Teaching and Learning in Malawian Secondary Schools

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Abstract

The main purpose of this study was to investigate the impact of management on teaching and learning in Malawian Secondary Schools. With a spate of poor Malawi School Certificate Examinations (MSCE) results and the rampant breakdown of student discipline, the various stakeholders have put the blame on ineffective and inefficient school-based management.

Four public secondary schools of different characteristics in Central West Education Division in Malawi were identified for the study. The study was guided by three principal research questions: What are the contributing factors to school-based management ineffectiveness and inefficiency? What is the impact of school-based management ineffectiveness and inefficiency on teaching and learning process? And what strategies have school-based management and the Ministry of Education put in place to redress these problems and how effective are these strategies?

A mixed design approach was used in the study. Quantitative (questionnaire) and qualitative (semi-structured interviews) methods were used to collect data. 64 students and 20 heads of departments completed the student and senior school staff questionnaires respectively. Four headteachers, the Education Division Manager (CWED) and the Training Manager (DTED) were interviewed. The quantitative and qualitative data collected were analysed.

The results show that the impact of management ineffectiveness and inefficiency has profound effect on teaching and learning in the four schools of study. Many classes are not being attended to by some subject teachers; student attainment is low, and many students repeat in the schools in order to improve their examination results. This has been caused mainly by inadequate managerial knowledge and skills, and inadequate resources. Therefore, there is need for both the schools and Ministry of Education to implement a number of innovations in order to improve the situation.

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Jennings Matalabanda Menderson Kayira
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**Dedicated
to
My Father, Menderson Lameck Kayira
and
My Mother, Rose Nyakasambara Kayira**

Table of Contents

<i>Abstract</i>	<i>i</i>
<i>Acknowledgements</i>	<i>ii</i>
<i>Table of contents</i>	<i>iii</i>
List of Illustrations	viii
Figures	viii
Tables	viii
Acronyms	ix
CHAPTER 1: INTRODUCTION	1
1.1 Problem Statement	1
1.2 Objectives of study	2
1.3 Research Questions and Assumptions	2
1.3.1 Research Questions	2
1.3.2 Assumptions to the Research Questions	3
1.4 Motivation, Relevance and Significance of the study	4
1.5 Methodology	5
1.6 Study Schools	5
1.6.1 P Secondary School	5
1.6.2 Q Secondary School	6
1.6.3 R Secondary School	6
1.6.4 S Secondary School	6
1.7 Limitations of the study	6
1.8 The Education System	7
1.9 Decentralisation in Education	8
1.10 Structure of the thesis	9
CHAPTER 2: REVIEW OF RELATED LITERATURE ..	10
2.1 Introduction	10
2.2 Management and Related terms	10
2.3 Theories of Education Management	11
2.3.1 Formal Models	12
2.3.2 Collegial Models	13
2.3.3 Political Models	13
2.3.4 Subjective Models	13
2.3.5 Ambiguity Models	14
2.3.6 Cultural Models	14
2.3.7 Implications on Management of Schools in Malawi	15
2.4 Development of School Leadership Training in Norway, United Kingdom (UK) and Malawi	16
2.4.1 Introduction	16
2.4.2 Norway	16
2.4.3 The UK	18
2.4.4 Malawi	20
2.4.5 Similarities in School Leadership Development	22
2.4.6 Differences in School Leadership Development	24
2.4.7 Common Purpose	27
2.5 Empirical Studies on Education Management and Leadership	27
2.6 Summary	29
CHAPTER 3: CONCEPTUAL FRAMEWORK	31
3.1 Introduction	31

3.2 Components of the Model.....	33
3.2.1 Polices from Ministry of Education.....	33
3.2.2 In-put from Parents and Other Stakeholders.....	34
3.2.3 Contributing Factors to School-based Management Ineffectiveness and Inefficiency	34
3.2.3.1 Inadequate Managerial knowledge and skills	34
3.2.3.2 Inadequate knowledge of administrative justice and good governance...	35
3.2.3.3 Orthodox ways of administering schools.....	35
3.2.3.4 Failure to reframe.....	36
3.2.3.5 Schools as “closed systems”	36
3.2.3.6 Culture insensitivity	37
3.2.4 Impact of School-based Management Ineffectiveness and Inefficiency	37
3.2.4.1 Inadequate teaching and learning.....	37
3.2.4.2 Increased student misbehaviour.....	38
3.2.4.3 Student repetition and drop-out	38
3.2.4.4 Student transfers.....	38
3.2.4.5 Poor student attainment.....	38
3.2.5.1 Introduction of cluster system.....	40
3.2.5.2 SEP school-based management training.....	40
3.2.5.3 Inspection Review.....	41
3.2.5.4 Human rights and good governance training.....	42
3.2.6 School-based Management Interventions	43
3.2.7 Problems Persist.....	43
3.3 Summary	43
CHAPTER 4: METHODOLOGY	45
4.1 Introduction.....	45
4.2 Validity and Reliability.....	45
4.3 Field Work Organisation.....	46
4.3.1 Permission.....	46
4.3.2 Trial Testing.....	46
4.3.3 Training.....	47
4.3.4 Team	47
4.4 Study Area	47
4.4.1 Choice of the study area.....	47
4.4.2 Identification of schools for the study	48
4.5 Ethical Considerations	48
4.6 Characteristics of Respondent Groups.....	49
4.6.1 Headteachers	49
4.6.2 Students.....	49
4.6.3 Heads of Departments.....	49
4.6.4 Education Division Manager (EDM).....	50
4.6.5 Training Manager.....	50
4.7 Data Collection and Analysis.....	50
4.7.1 Quantitative Method	50
4.7.1.1 Sampling Procedure	50
4.7.1.2 Students.....	51
4.7.1.3 Senior School Staff	52
4.7.1.5 Data Analysis	54
4.7.2 Qualitative Method	54
4.7.2.1 Semi-structured Interviews	54

4.7.2.2 Respondents	54
4.7.2.3 Data Collection	54
4.7.2.4 Data Analysis	56
4.8 Summary	56
CHAPTER 5: RESULTS	57
5.1 Introduction.....	57
5.2 Contributing Factors to School-based Management Ineffectiveness and Inefficiency	58
5.2.1.1 Inadequate Managerial Knowledge and Skills	58
5.2.1.2 Lack of Confidence.....	64
5.2.2 Factors beyond the Headteachers' Control	65
5.2.2.1 Inadequate Number of Qualified Teachers	65
5.2.2.3 Inadequate Teaching and Learning Materials.....	67
5.2.2.4 Inadequate Finances.....	68
5.2.2.5 Inadequate Motivation from Ministry of Education	68
5.2.2.6 Inadequate Professional Support.....	69
5.3 Impact of Management Ineffectiveness and Inefficiency	70
5.3.1 Teacher and student misbehaviour.....	70
5.3.2 Classes left unattended to.....	71
5.3.3 Low student attainment.....	73
5.3.4 Repetition.....	75
5.3.5 Student drop-out.....	76
5.3.6 Increased student transfers	77
5.4.1 Strategies Employed by School-based Management.....	79
5.4.1.1 Staff Motivation	79
5.4.1.2 Supervision	80
5.4.1.3 Organising professional development activities	82
5.4.1.4 Corrective Measures	83
5.4.1.5 Documents as Points of Reference	84
5.4.2 Strategies Employed by Ministry of Education	84
5.4.2.1 Organising Divisional Professional Development Activities	85
5.4.2.2 Programmes to address training needs of Headteachers.....	85
5.4.2.3 Inspection and supervision.....	86
5.5 Summary	87
CHAPTER 6: DISCUSSION OF RESULTS	88
6.1 Introduction.....	88
6.2 Contributing Factors to School-based Management Ineffectiveness and Inefficiency	88
6.2.1 Factors within the Headteachers' Control.....	88
6.2.1.1 Inadequate Managerial Knowledge and Skills	88
6.2.1.2 Lack of Confidence.....	91
6.2.2 Factors beyond the Headteachers' Control	92
6.2.2.1 Inadequate Number of Teachers	93
6.2.2.2 Large classes, Inadequate Finance, and Inadequate Teaching and Learning Materials.....	94
6.2.2.3 Inadequate Incentives from Ministry of Education	95
6.2.2.4 Inadequate Professional Support.....	96
6.3 Impact on Teaching and Learning	97
6.3.1 Teacher and Student Misbehaviour	97

6.3.2 Classes unattended to	98
6.3.3 Low student attainment.....	98
6.3.4 Repetition.....	99
6.3.5 Student drop-out and Increased transfers.....	100
6.4 Strategies Used to Redress Ineffectiveness and Inefficiency	101
6.4.1 Strategies Employed by School-based Management	101
6.4.1.1 Staff Motivation	101
6.4.1.2 Supervision	102
6.4.1.3 Corrective Measures	103
6.4.1.4 School-based Professional Development Activities	104
6.4.1.5 Use of Documents as point of References	104
6.4.2 Strategies Employed by Ministry of Education	105
6.4.2.1 Organising Divisional Professional Development Activities	105
6.4.2.2 Inspection and Supervision	106
6.4.2.3 Programmes to address Training Needs of Headteachers.....	106
6.5 How the Situation Can be Improved.....	107
6.5.1 Development of leadership skills.....	107
6.5.2 Reframing	109
6.5.3 Learning organisations.....	110
6.5.4 Headteachers on contract	113
6.5.5 Culture Sensitivity	115
6.6 Summary	116
CHAPTER 7: CONCLUSION AND	
RECOMMENDATIONS	117
7.1 Introduction.....	117
7.2 Summary and Conclusion	117
7.4 Implications and Post Study Reflections	118
7.5 Recommendations of the Study	119
8.0 REFERENCES	120
9.0 APPENDICES.....	125
Appendix 1: Guide for semi-structured interviews with headteachers	126
Appendix 2: Guide for semi-structured interview with the Education Division Manager for Central West Division	127
Appendix 3: Guide for semi-structured interview with the Training Manager in the Department of Teacher Education and Development (DTED).....	127
Appendix 4: Questionnaire for Senior School Staff (Heads of Departments)...	128
Appendix 5: Questionnaire for Students.....	132

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List of Illustrations

Figures

<i>Figure 1: Map of Malawi</i>	x
<i>Figure 2: How the Various Factors Impact on Teaching and Learning in Malawian Secondary Schools.</i>	32
<i>Figure 3a: School as Closed System.</i>	112
<i>Figure 3b: School as Open System</i>	112

Tables

<i>Table 3.1: MSCE Results for CSS and CDSS</i>	39
<i>Table 4.1: Target Groups and Response Rates</i>	53
<i>Table 5.1: How often do you organise professional development activities?</i>	59
<i>Table 5.2: Have teachers shared good practice the past two terms?</i>	60
<i>Table 5.3a: Are staff meetings conducted every months?</i>	61
<i>Table 5.3b: Crosstabulation of School and Staff Meetings</i>	61
<i>Table 5.4a: Are you motivated to learn?</i>	62
<i>Table 5.4b: What de-motivates you to learn?</i>	62
<i>Table 5.5a: Which subject do you find most difficult?</i>	63
<i>Table 5.5b: Why find the subject most difficult?</i>	64
<i>Table 5.6: Staffing position of the study schools</i>	66
<i>Table 5.7: How often do you have student violence?</i>	71
<i>Table 5.8a: Do you have classes which are not being attended to by the subject teacher</i>	72
<i>Table 5.8b: How often does this happen?</i>	72
<i>Table 5.9a: MSCE Results</i>	73
<i>Table 5.9b: How do you rate MSCE results of your school?</i>	74
<i>Table 5.9c: Which is the main reason for not having good results?</i>	74
<i>Table 5.11: Repetition in study schools, 2007</i>	75
<i>Table 5.12: Age of student who participated in the study</i>	76
<i>Table 5.13: Number of Drop-outs in 2007</i>	77
<i>Table 5.14: Student transfers and reasons</i>	78
<i>Table 5.15a: How best do you ensure teaching is done as planned?</i>	80
<i>Table 5.15b: Do you have class period registers?</i>	81
<i>Table 5.15c: Do teachers indicate in the register once they have taught?</i>	81
<i>Table 5.15d: What happens when the subject teacher is absent for class?</i>	82
<i>Table 5.16: Distinction between a leader and manager</i>	108

Acronyms

CDSS	– Community Day Secondary School
CSS	- Conventional Secondary School
CWED	– Central West Education Division
DANIDA	– Danish International Development Agency
DCP	- Democracy Consolidation Programme
DFID	– Department for International Development (UK)
DPMT	- Department of Personnel Management & Training
DTED	– Department of Teacher Education and Development
EDM	- Education Division Manager
EDU	– Education (Programme)
EMAS	– Education Methods & Advisory Section
EMIS	- Education Management Information System
ESSUP	– Education Sector Support Programme
HOD	- Head of Department
INSET	- In-service Education and Training
MANEB	– Malawi National Examinations Board
MASHA	- Malawi Secondary Headteachers Association
MOE	- Ministry of Education
MOE & C	– Ministry of Education & Culture
MOES & T	– Ministry of Education, Science & Technology
MOLRD	– Ministry of Local Government & Rural Development
MPRSP	- Malawi Poverty Reduction Strategy Paper
MSCE	- Malawi School Certificate of Education
MSSSP	- Malawi School Support Systems Programme
NED	- Northern Education Division
NORAD	– Norwegian Aid for Development
PIF	- Policy & Investment Framework
SEP	- Secondary Education Project
SMIP	- School Management Improvement Programme
TTC	- Teachers Training College



Figure 1: Map of Malawi

CHAPTER 1: INTRODUCTION

1.1 Problem Statement

For close to a decade now, the management and leadership of secondary schools in Malawi has been labelled ineffective and inefficient. The scale of this crisis in Malawian Secondary Schools is indicated by a number of comments. The World Bank (1998) in one of its objectives to support Government of Malawi's plan to expand and improve secondary education, mentions of improving efficiency and effectiveness of secondary education system by strengthening school-based management. The educational sector Policy and Investment Framework (PIF 2001) raises the need to improve the effectiveness and efficiency of management of secondary schools. The Malawi Poverty Reduction Strategy Paper (MPRSP 2002: 54) also mentions of "effort will be made to improve the efficiency and effectiveness of secondary education".

With a spate of poor Malawi School Certificate Examination (MSCE) results and the rampant break down of student discipline in secondary schools, various stakeholders have pushed the blame onto ineffective and inefficient school-based management. MSCE results have generally been poor since 2002, and the average pass rate for the past five years (2002-2006) is 37.2% (Malawi National Examinations Board-MANEB, 2006 & Ministry of Education-MOE 2006a). The pass rate fell from 43.31% in 2005 to 38.62% in 2006 (MANEB 2006). Moreover, in the past two years there had been an increase in cases of indiscipline among students in secondary schools. A total of 970 and 1005 students were dismissed from secondary schools in the country in 2005 and 2006 respectively due to disobedience (MOE 2005a & 2006a).

The Ministry of Education Secondary School inspection reports also document ineffective and inefficient school-based management. For instance, out of the nine secondary schools visited by inspectors from Central West Education Division (CWED) in the First Term, 2006, the management of four schools was found to be barely satisfactory (CWED 2006a).

The volume of criticism to which secondary school-based managers have been subjected to indicates that not all is well. It is alleged that in many secondary schools, there is poor organisation of teaching and learning, and inadequate supervision of both staff and students. It has been further alluded to that these have resulted in inadequate teaching and learning, low student attainment, student loss of interest in school, rampant student strikes and vandalism, repetition, student dropout and frequent student transfers. Therefore, it was imperative that a study be conducted to ascertain whether these claims are true or not.

1.2 Objectives of study

The study was aimed at finding out management`s impact on teaching and learning in Malawian Secondary Schools. And the following were the specific objectives of the study:

- (a) To investigate the contributing factors to school-based management ineffectiveness and inefficiency in Malawian Secondary Schools
- (b) To find out the impact of school-based management ineffectiveness and inefficiency on teaching and learning in Malawian Secondary Schools
- (c) To explore the strategies that school-based managers and the Ministry of Education have put in place to redress ineffectiveness and inefficiency, and how effective the strategies are in redressing the problems.

1.3 Research Questions and Assumptions

In order to achieve the above objectives, research questions and assumptions were generated to guide the study.

1.3.1 Research Questions

The following three research questions guided the study:

- (a) What are the contributing factors to school-based management ineffectiveness and inefficiency in Malawian Secondary Schools?
- (b) What is the impact of school-based management ineffectiveness and inefficiency on teaching and learning process in Malawian Secondary Schools?

- (c) What strategies have school-based management and the Ministry of Education put in place to redress these problems and how effective are these strategies?

1.3.2 Assumptions to the Research Questions

There were three groups of assumptions to the research questions. These were as follows:

1. There are several contributing factors to school-based management ineffectiveness and inefficiency in Malawian Secondary Schools. Firstly, most school-based managers have inadequate managerial knowledge and skills. Secondly, some school-based managers work at their zenith because they are not adequately motivated by the Ministry of Education. Thirdly, some secondary schools have inadequate resources, such as inadequate qualified teachers, inadequate finance and inadequate teaching and learning materials, which affect the competence of school-based managers when discharging their duties. And lastly, some school managers use orthodox ways of administering institutions which prove not to be the most effective approaches in the running of secondary schools.
2. School-based management ineffectiveness and inefficiency has profound impact on teaching and learning in Malawian Secondary Schools. Firstly, there is inadequate teaching and learning in most classes due to inadequate supervision of teachers. Secondly, student attainment in Malawian secondary schools is low mainly due to inadequate teaching and learning. Thirdly, in many schools there is rampant student misbehaviour; students repeating classes; students dropping out of school due to inadequate teaching and learning and poor organisation of teaching. And that there are increased student transfers in secondary schools because students look for schools with better national examination results.
3. Both the school managers and the Ministry of Education have made efforts to redress school-based management ineffectiveness and inefficiency. Firstly, headteachers have been organising school-based professional development activities such as seminars, workshops, joint planning, team teaching, supervision,

staff and departmental meetings. Secondly, the Ministry of Education Headquarters and the Division Office have been implementing secondary school management training under the World Bank sponsored Secondary Education Project (SEP). Thirdly, the division office has organised several seminars and workshops for Secondary School Managers. Finally, the division office carries out inspection and supervision to schools in order to provide professional support to school managers. However, these activities have not been implemented thoroughly.

1.4 Motivation, Relevance and Significance of the study

A combination of two related factors explain the relevance of the study and provided motivation to me to carry out a study on *Management`s Impact on Teaching and Learning in Malawian Secondary Schools*. These factors are; the rationale for applying for the Norwegian Aid for Development (NORAD) scholarship and the relevance of the study to my area of specialisation.

First, one of the reasons for applying to study a Masters in Comparative and International Education (CIE) was to carry out a study on some of the issues which affect the performance of our education system in Malawi and hence apply the knowledge gained in the course to come up with suggestions to address the issues. Since I was holding a position which involved constant contact with school managers in the Ministry of Education in Malawi, I was sure that an action plan would be drawn with the managers to redress the issues identified during the study.

Second, and most important, was that during my second semester at the University of Oslo, I specialised in Educational Policy and Planning. One of the major topics of the course was “Management of Educational Institutions and Learning”. The experience I went through in class made me develop an interest to carry out a study on “the impact of management on teaching and learning in Malawian secondary schools”. For this topic to come to my mind, I was particularly intrigued by Bush (1995: vii) observation that “many factors contribute to differences in the performance of educational institutions but there is evidence that the quality of management is an important variable in distinguishing between successful and less successful schools”.

The theories learnt in the course were my eye openers and could provide solutions to issues occurring in schools back in Malawi.

Finally, this study is significant since it is intended to expose the continued contributing factors to management's ineffectiveness and inefficiency, and their impact on teaching and learning in Malawian Secondary Schools despite several interventions both at school and ministerial levels. As a result, some of the study findings and recommendations can be put to use by the Ministry of Education in Malawi to improve the management of secondary schools in general and in designing training programmes for school-based managers in particular.

1.5 Methodology

The study used both quantitative and qualitative approaches. Quantitative (questionnaires) and qualitative (semi-structured interviews) methods were used to collect data. A total of 64 students responded to a student questionnaire, and 20 Heads of Departments responded to a senior school staff questionnaire. The headteachers of the four study schools, the Education Division Manager for Central West Division in which all the four study schools are located, and the Training Manager at the Department of Teacher Education and Development (DTED) were interviewed. The quantitative and qualitative data collected were analysed.

1.6 Study Schools

Four secondary schools of different characteristics in Central West Education Division, Malawi, were identified for the study. For the sake of this study, the secondary schools have been given labels. The secondary schools are namely P, Q, R and S.

1.6.1 P Secondary School

P secondary school is a double-shift day secondary school located in Lilongwe, the capital city of Malawi. It was opened in January, 2002. In June, 2007, it had a total enrolment of 949 students of which 526 were boys and 423 were girls. The official enrolment is 960 students. The school had an under-enrolment of 11 students. There were 51 teachers of which 35 were qualified, 15 unqualified, and 1 was under-qualified.

1.6.2 Q Secondary School

Q secondary school is a triple-stream boarding secondary school located in Lilongwe rural west. It was opened on 23rd November, 1983. In June, 2007, it had an enrolment of 537 students of which 286 were boys and 251 were girls. The official enrolment of the school is 480, and the school had over-enrolled by 57 students. There were 30 teachers at the school, and out of these teachers 23 were qualified and 7 were unqualified.

1.6.3 R Secondary School

R secondary school is a community day secondary school in Dedza district. It was opened in 1983 as a correspondence centre and turned into a secondary school in 1998. In July, 2007, it had an enrolment of 531 students, of which 296 were boys and 235 were girls. The official enrolment for the school is 200, and the school had over-enrolled by 331 students. There were 15 teachers of which 7 were qualified and 8 under-qualified.

1.6.4 S Secondary School

S secondary school is a district secondary school which combines day and boarding students. It is located in Dedza district and was opened in 1967. In July, 2007, it had a total enrolment of 426 students of which 285 were boys and 141 were girls. The official enrolment of the school is 400 and the school had over-enrolled by 26 students. There were 26 teachers of which 18 were qualified, and 8 were unqualified.

1.7 Limitations of the study

The study had three major limitations. First, the funds for the study were being disbursed in two monthly instalments. This delayed some activities of the study to the extent that the study coincided with end of term two tests. Second, the team in some cases had to borrow money to buy fuel since there was a problem to cash money on the auto-teller machines. Third, some schools (P and Q) and the Ministry of Education Headquarters had to be visited several times in order to obtain statistics. This inflated the expenditure of the study.

1.8 The Education System

Malawi is a developing country in Central Southern Africa (see Figure 1). Malawi system of education comprises of 8 years of primary, 4 years of secondary and an average of 4 years of university education (MOE 2005 & PIF 2001). Primary education, pre-school education, and non-formal education initiatives, such as adult literacy, fall in the category of basic education. The PIF (2001: 2) stipulates that the purpose of basic education is “to equip its recipients with basic knowledge and skills to allow them function as competent and productive citizens in a free society”.

Secondary education is offered through Conventional Secondary Schools (CSS), Community Day Secondary Schools (CDSS), open secondary schools and private secondary schools. There are 150 CSS, 553 CDSS, 259 private secondary schools and 16 open secondary schools, giving a total of 978 secondary schools in the country (MOE 2005a). Most of the CDSS, which are the majority of secondary schools in Malawi, are staffed with under-qualified primary school teachers and this poses a big challenge for the Ministry of Education to improve the quality of education in these schools. The purpose of secondary education is “to provide its recipients with knowledge, skills and adaptability to enable them earn a living, contribute to national development goals, to survive in the non-work environment, to participate in national affairs and pursue further education” (PIF 2001: 3).

Tertiary education in Malawi is provided by a number of educational institutions, post-secondary institutions and the universities. There are two public universities, namely University of Malawi and Mzuzu University, and two private universities, namely the University of Livingstonia and the Catholic University. The Catholic University has just opened its doors. Tertiary education aims at “producing middle and high-level manpower requirements for the management and development of the Malawian economy and for the teaching and managing of national educational institutions” (PIF 2001:3). Expansion of university education has lagged behind the increase in the number of school leavers during the past five years. Chancellor College, which is one of the constituent colleges of the University of Malawi, Domasi College of Education and Livingstonia University provide training for secondary

school teachers. However, a total of less than 1000 secondary school teachers graduate from all these three institutions annually (MOE 2006a) thereby perpetuating the shortage of qualified secondary school teachers in Malawi.

1.9 Decentralisation in Education

The decentralisation of education services, being a global phenomenon, has not spared Malawi. As Winkler (1994: 102) observes, “the popular meaning of education decentralisation is very much country-specific”. For Malawi, decentralisation in education is the delegation of powers to the education division (regional) offices which are an extended arm of the Ministry of Education, and to the district assemblies.

Secondary education has been devolved to the division offices while primary education has been devolved to the district assemblies. The process of decentralisation in Malawi has been driven by rationales such as improving educational financing, efficiency, effectiveness, and accountability (PIF 2001, MPRSP 2002 & MOLRD 1998). The Ministry of Education headquarters has retained powers on policy formulation, policy enforcement, inspectorate, establishment of standards, training, curriculum development, recruitment of teachers, disciplining of secondary school teachers and promotion of teachers (MOLRD 1998). Currently, funds from Treasury are directly channelled to Conventional Secondary Schools and some Community Day Secondary Schools, and District Education Offices; and the headteachers and the district education managers respectively have the powers to spend and account for the use of the funds.

The district assemblies have been given the powers to carry out supervision of primary schools, promotion and disciplining of primary school teachers, posting of primary school teachers, procurement and supply of teaching and learning materials, and construction of primary schools but with guidance from Ministry of Education headquarters (MOLRD 1998). However, till now most of the functions devolved to the district assemblies are being discharged by the division offices and Ministry of Education headquarters.

1.10 Structure of the thesis

This thesis has been organised in seven chapters. Chapter one introduces the thesis by giving the problem statement, objectives of the study, relevance and significance of the study and some background information on Malawian education system. Chapter two reviews related literature on education management and leadership by discussing management and related terms, models of education management and implication on Malawi, comparing the development of school leadership training in Norway, the UK and Malawi and concludes by discussing some empirical studies on Management and School Leadership. Chapter three outlines and discusses the conceptual framework of the study, highlighting how the various factors impact on the process of teaching and learning in Malawian secondary schools. Chapter four discusses the methodology used in the study. It discusses how issues of validity and reliability were taken care of in the study, identification of study area and schools, quantitative and qualitative approaches used to collect and analyse data. Chapter five gives the findings or results of the study; and Chapter six discusses the findings and suggests how the situation can be improved. Finally, Chapter seven is the conclusion and also outlines recommendations of the study.

CHAPTER 2: REVIEW OF RELATED LITERATURE

2.1 Introduction

This chapter reviews related literature on the theme of educational management and leadership. Firstly, it defines and explains management and other related terms. Secondly, it gives an overview of theories of educational management and their implication on management of schools in Malawi. Thirdly, it compares and contrasts the development of school leadership training in Norway, the United Kingdom (UK) and Malawi. And fourthly, it presents some empirical studies that have been done on educational management and leadership in secondary schools in different parts of the world.

2.2 Management and Related terms

The terms “management”, “leadership”, “efficiency”, “effectiveness” and “attainment” may cause confusion if they are not explained pertaining to the context in which they are used. It is therefore imperative that these terms be defined to clarify them.

“Management” is defined by Hoyle (1981) as “a continuous process through which members of an organisation seek to co-ordinate their activities and utilise their resources in order to fulfil the various tasks of the organisation as efficiently as possible” (in Bush 1995: 1). Commonwealth (1993) define “Management” as an art of carrying out organisational functions and tasks through people. This art involves the application of techniques in human and public relations, the delegation of authority, communication and managing change. The term also refers to an individual or a group of people making final decisions in an organisation. For example, “management” of school in this case may refer to the headteacher, deputy headteacher and heads of department as a team running the school or may refer to the headteacher alone as an individual who makes final decisions.

“Leadership” in this context, as Foster (1994) suggest, does not mean the generally accepted definition of the term – position held by an administrator. But rather the idea of leadership denotes “transformational leadership”, namely, that which seeks to raise the consciousness of followers with the goal of achieving real and intended changes. Yukl (2002), as quoted by St Germain and Quinn (2005: 77), has defined transformational leadership as “leadership in which the followers feel trust, admiration, loyalty, and respect toward the leader, and are motivated to do more than they originally expected to do”. Leithwood and Steinbach (1993) identify the dimensions of transformational leadership as “identifying and articulating a vision; fostering the acceptance of group goals; providing individualised support; intellectual stimulation; providing an appropriate model; and high performance expectations”(in St Germain & Quinn 2005: 77). However, one criticism of this theory is that “it does not sufficiently encompass the mind of the leader” (St Germain & Quinn 2005: 77).

“Effectiveness” refers to being able to achieve the set objectives or targets (Commonwealth 1993). For example, one of the parameters of school effectiveness is the achievement of curricula objectives. “Efficiency” refers to using minimum resources to get maximum results (Commonwealth 1993). For example, in a school setting resources, such as human, material, time and finance, will always be inadequate. Therefore, there is need to use them efficiently in order to achieve the set objectives.

“Attainment” refers to what students understand, know and do, compared to what they ought to understand, know and do at that level in the school system (Harrison 2002). This also refers to students` achievement in examinations. For example, one may try to find out how inadequate teaching and learning affect student attainment.

2.3 Theories of Education Management

Wales (2004: 27), quoting personal comments of Professor Arild Tjeldvoll of University of Oslo, describes `theories` as “. . . summarised understandings that govern peoples` actions, whether they are aware of them or not”. The Cambridge Dictionary of American English (2000) defines a `theory` as “something suggested as

a reasonable explanation for facts, a condition, or an event, especially a systematic or scientific explanation”. And it defines a ‘model’ as “a representation of something in words or numbers that can be used to tell what is likely to happen if particular facts are considered as true”(Cambridge Dictionary of American English, 2000).

Bush (2003) observes that educational theories are not the same as ‘scientific theories’, and that educational theories relate to understanding situations in flux rather than reflecting a consensus of the truth (in Wales 2004). In that sense authors on educational management have preferred to use different terms. Bush (1995) prefers to refer to “models”, as Bolman & Deal (1997) “frames”, and as Burrell & Morgan (1992) prefer to refer to “paradigms”.

As Wales (2004) observes, Bush claims that his six models represent different ways of looking at educational institutions but that none of them provides a complete picture. His models are broad compilations of the main theories of educational leadership and management and are largely based on organisation theory (Wales 2004). The six educational management models propounded by Bush (1995) are namely; the formal models, the collegial models, the political models, subjective models, the ambiguity models and cultural models.

2.3.1 Formal Models

Formal models, as Bush (1995) has put it, assume that organisations are hierarchical systems in which managers use rational means to pursue agreed goals; and that heads possess authority legitimised by their formal positions within the organisation and are accountable to sponsoring bodies for the activities of their institutions. Formal models have the following common characteristics; they tend to treat organisations as systems; they give prominence to the official structure of the organisation; the official structure of the organisation tend to be hierarchical; they assume decisions are made through a rational process; emphasize on authority of a leader and accountability of the organisation (Bush 1995). Formal models have been hailed for emphasising on bureaucracy which is one of the most efficient ways of organising a school. As Bush (1995: 36) puts it, “bureaucratic model suggests a division of labour with staff specialising in particular tasks on the basis of expertise”. However, the major weakness associated with the formal models is that “in focusing on the bureaucratic

and structural aspects of organisations they necessarily ignore or underestimate other salient features” (Bush 1995: 45).

2.3.2 Collegial Models

Collegial models are all those theories which emphasize that power and decision-making should be shared among some or all members of the organisation (Bush 1995). Bush (1995: 52) observes that “the notion of collegiality has become closely associated with school effectiveness and school improvement and is increasingly regarded as ‘the official model of good practice’”. The collegial models assume structures to be lateral or horizontal with participants having an equal right to determine policy and influence decisions. The collegial leader is a ‘first among equals’ in a school or any academic institution (Bush 1995). One advantage of this model, as acknowledged by Little (1990) is that “something is gained when teachers work together and something is lost when they do not” (in Bush 1995: 52). However, the model has been criticised for the slow decision-making process “because decisions may take a long time to move through elaborative committees” (Bush 1995: 59).

2.3.3 Political Models

Political models, as Bush (1995: 73) puts it, “assume that in organisations policy and decisions emerge through a process of negotiation and bargaining”. He further indicates that “interest groups develop and form alliances in pursuit of particular objectives. Conflict is viewed as a natural phenomenon and power accrues to dominant coalitions” (Bush 1995:73). These models tend to focus on group activity, stress on prevalence of conflict in an organisation, and assume that the goals of organisations are unstable, ambiguous and contested. These models have been hailed because they are descriptive and analytical unlike other models which tend to be normative. However, as Bush (1995) observes, political models have been criticised for being immersed strongly in the language of power, conflict and manipulation that they neglect other standard aspects of organisations.

2.3.4 Subjective Models

Subjective models “assume that organisations are the creations of the people within them. Participants are thought to interpret situations in different ways, and these individual perceptions are derived from their background and values” (Bush 1995:

93). These models include phenomenological and interactive approaches. The advantage of these models is their emphasis on school managers being aware that different teachers, including the head, assign different meanings to what appears to the observer to be the same act and that it is important that they should be understood from that perspective (Bush 1995). However, a major criticism of these models is that they provide few guidelines for managerial action. As Bush (1995: 107) argues “leaders are left with little more substantial than the need to acknowledge the individual meanings placed on events by members of the organisations”.

2.3.5 Ambiguity Models

Ambiguity models include approaches which stress uncertainty and unpredictability of organisations. These theories assume that organisational objectives are problematic and that institutions experience difficulty in ordering their priorities (Bush 1995). These models have been hailed for being “an important contribution to the theory of educational management. It is a descriptive and analytical model which sets out its proponents’ views of how organisations are managed rather than a normative approach extolling the ‘right’ way to manage institutions” (Bush 1995: 119). However, as Bush (1995: 126) is arguing “ambiguity models exaggerate the degree of uncertainty in educational institutions”. He further points out that “schools and colleges have a number of predictable features which serve to clarify the responsibilities of their members” (Bush 1995: 126).

2.3.6 Cultural Models

The cultural models, as Bush (1995: 130) puts it, “assume that beliefs, values and ideology are at the heart of organisations. Individuals hold certain ideas and value-preferences which influence how they behave and how they view the behaviour of other members”. These norms become shared within an organisation and are then communicated through symbols and rituals. Effective educational managers are those who are capable to shape rituals in their institutions in order to achieve the goals of their organisations. These are the latest models to be developed and gained ground after 1986. The main advantage of the cultural models is that “by stressing the values and beliefs of participants, cultural models reinforce the human aspects of management rather than their structural elements” (Bush 1995: 138). However their major limitation is that by “espousing the cultural model . . . it may be regarded as the

imposition of a culture by leaders on other members of the organisation” (Bush 1995: 139).

2.3.7 Implications on Management of Schools in Malawi

Are the above models in use in the management of secondary schools in Malawi? Using the extensive experience of the author in his secondary school supervision over a period of more than nine years and working as part of the division management team over four years, an assessment is going to be made on that basis.

The management of many secondary schools in Malawi reflect the use of formal models. Many secondary schools give prominence to the official structure of the school and the headteacher is still seen as the overall school authority. This has been responsible for less interaction between school management and the teachers.

Some headteachers are immersed in the political models. For example, when the author was working as part of the division management team, it was common for some headteachers to report that some teachers in their schools were inciting other members of staff to frustrate their efforts to improve the schools. They claimed that these teachers wanted them to be seen as failures by the Ministry of Education. And the headteachers requested if these teachers could immediately be posted away.

However, with the implementation of the World Bank sponsored Secondary School-based management training, emphasis was put on the adoption of the collegial models. To win the co-operation of the members of staff, headteachers were trained to consider themselves ‘first among the equals’. However, as it has been indicated in the subsequent sections, the new innovations have not been widely adopted in schools.

In conclusion, Bush (1995) models of education management are most useful to school managers since they suggest ways in which events and situations can be perceived. As Bush (1995: 19) has observed, “familiarity with the arguments and insight of theorists enables the practitioner to deploy a wide range of experience and understanding in resolving the problems of today”. Therefore, there is need for Malawian secondary school headteachers to be familiar with all of them other than only three of them so that they can use the most appropriate models according to the

situation prevailing in the schools. This may enhance effectiveness in the management of the schools.

2.4 Development of School Leadership Training in Norway, United Kingdom (UK) and Malawi

2.4.1 Introduction

This subsection compares and contrasts the development of school leadership training in Norway, the UK and Malawi. The reasons behind comparing the three countries have been: the UK is a former colonial master of Malawi and a lot of leadership training ideas for Malawi originate from the UK; Norway represents the Scandinavian countries from which Malawi can learn from; and Malawi is the country of origin of the author which can learn on how the two developed countries have developed school leadership training.

First, this subsection discusses the development of school leadership training in each of the three countries. Second, it compares major similarities. Thirdly, it discusses differences in school leadership training in the three countries. Then the subsection concludes with the common purpose of undertaking school leadership training in the three countries.

2.4.2 Norway

Norway, as Tjeldvoll *et al.* (2005) observe, has a centralist policy tradition with influence from local actors. It had encyclopaedic education philosophy. However, due to globalisation forces, it has moved to progressivism education philosophy, within the social democratic tradition of Scandinavia (Tjeldvoll *et al.* 2005).

The development of school leadership in Norway can be traced as far as 1936. It was in this year that the term *overlaerer* (headteacher) appeared (Tjeldvoll *et al.* 2005). This had a connotation the headteacher as ‘first among equals’ in a horizontal structure. Then in the 1970s focus was placed on assumed authoritarian relationship between teacher and pupil. As Wales (2004: 69) observes, “any focus on authority at that time was deemed to hinder and inhibit true dialogue and communication”. Then, the *rektor* (headteacher) was seen as a manager above his ‘equals’. However, since

the 1990s power relationships in the Norwegian schools has shifted and the school leader is seen as being a professional representative for the education system (Wales 2004).

In the 1970s in-service training courses for teachers were initiated by authorities, and there were no school leadership qualifications at universities or colleges in Norway. There was much variation in in-service training courses in both content and method of delivery (Tjeldvoll *et al.* 2005).

The 1980s was a period of increased decentralisation of education in Norway. Each school took more responsibility of the content of the school day (Wales 2004). During the period 1980-2000 three programmes aimed at renewing and developing the role of school leadership and the education system were introduced in the country. First, *Miljø og ledelse i skolen* (MOLIS) or Environment and Leadership in School programme was introduced in the period 1981-1986. Then it was followed in 1988 by *Ledelse I Skolen* (LIS) or Leadership in School programme. This then was followed by *Ledelsesutvikling I skolen* (LUIS) or Leadership Development in School in the period 1992-2000 (Wales 2004). The MOLIS which was aimed at school development had a budget of NOK 60 million. However, as Wales (2004: 73) observes, the programme “seemed to weaken the school leader’s position”. And when the Ministry of Education commissioned a nation-wide external evaluation of the programme, as Johansen and Tjeldvoll (1987) put it:

the evaluation conclusion was that the programme had been a complete failure, firstly in terms of having goals that were not consistent with current education goals, secondly, the content of the training courses was neither consistent with the programme itself nor national policies. The training activities were incidental, and there was no evaluation of the participants’ learning achievements. At school level there were no effects observed whatsoever (in Tjeldvoll *et al.* 2005: 28).

As such, the subsequent programmes were aimed at increasing both administrative and pedagogical competence of the school leader. However, these programmes failed to succeed in achieving the double goals of school leadership competence and school development. Tjeldvoll *et al.* (2005: 29) assign this to two reasons. First, they observe that “it seems that the project managers lacked theoretical understanding and practical skills for programmes of this character”. Second, they point out that there was

“fighting behind the scenes between different stakeholders having conflicting interests. Especially the main teacher trade union was negative towards seeing the appearance of a new school leadership profession that might disturb and curb their traditional, next-to-complete control over classroom activities” (Tjeldvoll *et al.* 2005: 29). As of now in Norway the Municipalities have been given freedom to choose the providers of school leadership training.

2.4.3 The UK

The UK's education system is essentialist and elite oriented (Tjeldvoll *et al.* (2005). Systematic school leadership training in the UK is a new phenomenon. As Brundrett (2001) observes, systematic leadership training in England has its origins in the pioneering work of university academics in the 1960s and 1970s and more recently central government has introduced national school leadership programmes. In the UK education system, two potentially competing paradigms of school leadership have developed, one university-based and ‘academic’, and the other national and based on adapted ‘competency’ model (Brundrett 2001).

Prior to the 1980s provision, organisation and funding of school management training and development in both England and Wales was patchy and lacked any coherent national structure (Brundrett 2001). The Robbins Report (Robbins, 1963) recommended improvements in management training in higher education; the Franks Report (Franks, 1967) recommended how such improvements might be accomplished; the Plowden Report (Plowden, 1967) stated that there was inadequate provision of training courses to prepare either prospective headteachers or deputies for their future duties, and the James Report (DES, 1977) recognised the importance of the availability of in-service training to teachers throughout their careers in order to produce a high-performance teaching force (quoted in Brundrett 2001).

As Brundrett (2001) observes, the first driving force to provide systematic education for school leaders in the UK came from university based programmes, such as the Master of Education and the first specialist course was offered at the London Institute of Education. By the 1980s taught higher degrees in educational management became increasingly important part of university courses in the UK. As Bush (1999) notes, the early approach employed in these courses was “very much that of a fledgling

discipline trying to justify its place in the academic world” (in Brundrett 2001: 235). The early 1990s saw a growing recognition that skills developed in the workplace should be an integral part of academic programmes. Brundrett (2001: 235) therefore observes that “this created a strong argument for continuing to provide longer courses such as Masters degrees . . . which enable scope for reflection and personal development as well as professional development”.

Despite the development of educational management courses in the universities, the British Government was still concerned about the quality of school management. This led to the introduction of the most influential school leadership training project of the 1980s under the direction of the Department of Education. As Brundrett (2001: 236) has noted:

Circular 3/83 (DES, 1983) . . . proposed that extra grants should be made available for management training in schools. Such funding was to be used to establish a number of ‘One Term Training Opportunities’ (commonly referred to by acronym ‘OTTOs’) which were to be targeted at headteachers and senior school staff so that they would be better equipped for ‘the increasingly difficult and complicated tasks of management’.

These courses were organised to include visits to schools and other institutions, seminars, private study and encounters with managers from other fields of education, commerce and industry. The National Development Centre (NDC) for school management was then established in Bristol. However, the development that course members should meet with managers from commerce and industry to study their management practices and policies was viewed with concern. Man (1984) as quoted by Brundrett (2001: 236) observed that “a commercially inspired managerial imperative is more likely to betray rather than enhance the specifically educational nature of our schools”. Nevertheless OTTO had positive impact in the sense that it had led to improvement in relationships within the schools, and that OTTO courses provided the perfect opportunity for reflection on changes in management practice on a way which was difficult to achieve on shorter courses (Brundrett 2001). The 1990s saw the ‘professional doctorate’ degree emerging aimed at ‘mid-career education professionals’, the first at Bristol University in 1992, then further courses at eight other High Education Institutions (Wales 2004).

Brundrett (2001) notes that the Teacher Training Agency`s (TTA) first involvement into education management training and development came in 1994 with the inception of the Headteachers Leadership and Management Programme (HEADLAMP). With this programme, school governors would be offered the sum of 2,500 British pounds to spend on the training of newly appointed headteachers over a two-year period from the time of appointment. However, as Brundrett (2001) observes, this programme has been criticised for never fulfilling one of its intended purpose of opening up leadership training to a range of trainers chosen in an open market by governors.

2.4.4 Malawi

School leadership training is a recent development in Malawi. Systematic School leadership training began in 1998 with the inception of the Malawi School Support Systems Programme (MSSSP), a primary headteacher development programme, funded by the Department for International Development (DFID). Prior to this, school leadership development programmes for both primary school and secondary school headteachers were haphazard. Primary school leadership training used to take place at Malawi Institute of Education (MIE) periodically with no systematic follow up on the implementation of skills in the schools. For secondary schools, leadership training used to take place at Mpemba Staff Training College sporadically. Emphasis during the training was on personnel management, communication, financial management and general office administration (DPMT 1993). Improving the competence of headteachers as pedagogical leaders was not stressed.

In the MSSSP, primary senior school staff went through units on Managing People, Good Classroom Practice, Advising and Supervising Staff, Supporting Professional Development of Teachers, School Development Planning and Managing Change (MOESC & T 2000).

In the secondary school sector, systematic leadership training began in 2000 with the inception of the Secondary Education Project (SEP) School-based Management Training funded by the World Bank. This programme was aimed at training secondary school senior school staff in school management. Eight modules were developed to improve the skills of teachers and school managers (World Bank 2006).

The modules covered the following topics: school management, school improvement, effective and efficient use of teaching and learning materials, gender issues in the classroom, HIV/AIDS awareness, financial management, guidance and counselling, classroom management, and training of trainers. As the World Bank (2006: 7) reports:

. . . a total of 568 managers would be trained. About 724 managers were trained surpassing the target. These included deputy heads of schools, new head teachers, and heads of department as well as the methods advisers. Training of the methods advisers enabled them to increase their capacity to prepare, conduct and monitor training of school-based managers.

This secondary school-based management training, however, was beset by a number of problems that rendered it not very successful.

Firstly, many headteachers were left out in the original training plan. Hence once the deputy heads attended the training, most of the headteachers resisted the implementation of the new ideas in the schools. This was a serious oversight by the designers of the programme.

Secondly, senior school staff from each school had not been trained as a team. The training spanned from 2000 to 2003. It was common to find at one school either a deputy head or only one head of department trained in the early phases of the project. By the time the other members were trained, some of the members trained earlier had either retired or been posted away to different schools.

Thirdly, it was realised very late, especially after the headteachers of many secondary schools had protested for not being included in the training programme, that it was important for all headteachers to be trained to make the programme successful. Fourthly, even though the headteachers had been trained, but many of them still lacked transformational leadership skills to convince the rest of teachers to adopt the changes.

Finally, contrary to the claims by the World Bank (2006) report that during the implementation phase there was a gradual improvement in the MSCE results as one of the positive impact of SEP, the gradual improvement of the MSCE results may be

attributed to substantial provision of textbooks to all secondary schools for the first time in the country due to the matching funds to Textbook Revolving Fund (TRF) introduced by the Danish International Development Agency (DANIDA) secondary school project.

Moreover, in 2003 when the Ministry of Education conducted a monitoring exercise in secondary schools to assess the impact of SEP school-based management training, it was ascertained that most of the ideas learnt were not being implemented in the schools (NED 2003). The main reason was that teachers who had not attended the training formed subgroups and resisted the changes. Dimmock and Walker (2005: 67) observe that “. . . organisational subcultures are more often conceptualised in terms of group diversity with a potential for creating institutional disunity and fragmentation”. As such, the World Bank SEP had not brought effectiveness and efficiency to most headteachers as originally planned since inspectors still find many schools in which teaching and learning is inadequate.

Currently, new secondary school leadership development programmes have been incepted. First, there is the School Management Improvement Programme (SMIP) for CDSS funded by the African Development Bank (ADB) which began in 2004. It is earmarked to train 600 senior school staff and is using the SEP Modules. The aim of the programme is to strengthen management skills of school managers in CDSS in relation to school improvement. Second, there is the school management training for conventional secondary schools under Education Sector Support Programme (ESSUP) funded by the World Bank. The programme began in July, 2007 and targets headteachers who have not been trained, and is a continuation of the SEP. This training programme will be extended to Teacher Training Colleges under ESSUP 5. The target is a total of 12 cohorts of 60 senior school staff each cohort.

2.4.5 Similarities in School Leadership Development

In Norway, the UK and Malawi, school leadership training programmes to an extent have been similar. In all the three countries the driving force has been globalisation; the content of the programmes have resembled; all the three countries have placed education at the head of their policy programmes and active reform in school leadership programmes has taken place outside the university; and in Norway and

Malawi there have been similarities in the way headteachers and teachers have reacted to school leadership programmes.

To begin with, in Norway, the UK and Malawi the driving force for the development of school leadership programmes has been globalisation. As Tjeldvoll *et al.* (2005: 43) observe, “globalising factors have increased demands for greater standards and improved skills of school leaders”. The issues of decentralisation and public spending cut which are global phenomena have placed greater managerial responsibility on the school leader hence the reasons why governments in these three countries have seen the need for the school leaders to be properly trained in order to discharge their duties competently. In concurring with Tjeldvoll *et al.* (2005), Bush (1995: vii) also notes that “the control of substantial budgets, a concern for the welfare of staff and the need for effective teaching and learning, all require high order managerial skills and understanding” and these have become driving factors for the development of school leadership training in many countries in the world, and Norway, the UK and Malawi are not exceptional to this.

Second, as Walker and Dimmock (2003) have observed, “the content of educational leadership programmes has considerable similarities in different countries, leading to a hypothesis that there is an international curriculum for school leadership preparation” (in Tjeldvoll *et al.* 2005: 39). In Norway, the UK and Malawi, school leadership courses have focused on leadership including vision, mission and transformational leadership, instructional leadership, management of finances, professional development, human resource management, public relations and curriculum (Tjeldvoll *et al.* 2005 & World Bank 2006).

Third, all the three countries have placed education at the head of their policy programmes. Tjeldvoll *et al.* (2005) observes that the current government of the UK has placed education at the head of its policy and that the same has been true to a great extent in Norway. Similarly, the Government of Malawi in its two main policy documents, (PIF 2001) and MPRSP (2002), mention of efforts will be made to improve the efficiency and effectiveness of school management by improving skills of school-based managers. The efforts stipulated in these two policy documents of the

Government of Malawi have already started paying dividends since school leadership courses have been running for close to seven years now.

Fourth, in all the three countries active reforms in school leadership programmes have taken place outside the university. Tjeldvoll *et al* (2005: 45) observe that “the slow moving universities have been extremely reluctant to either give up ground to others or change internally, or perhaps merely respond to public policy”. They further note that “in Norway it seems that a crisis of culture is forcing this, and in the United Kingdom it is governmental reform” (Tjeldvoll *et al.* 2005: 45). In Malawi, the Ministry of Education has carried out school leadership reform programmes through the Department of Teacher Education and Development (DTED) and the Malawi Institute of Education (MIE) leaving the university outside the programmes. The Government of Malawi had obtained a loan from the World Bank to develop secondary school leadership programmes and the Ministry of Education has co-ordinated the programmes through DTED and Education Development Management Unit (EDMU).

Finally, both in Norway and Malawi there had been indications of headteachers and teachers trying to boycott the programmes. For instance in Norway in the MOLIS, the evaluation of the programme found several indications of headteachers and teachers together trying to boycott the programme because they saw to it that real involvement with the programme would require them to change ways of working by making them work in a more innovative pedagogical way which would imply more work for them (Tjeldvoll *et al.* 2005). Similarly in Malawi, as it has already been indicated above, in the SEP school-based management training programme the headteachers who were left out of the programmes together with some teachers resisted to introduce and accept any innovations brought to the schools with their deputy heads and senior school staff who had attended the programmes first (NED 2003). This was a crushing blow to the early success of the SEP.

2.4.6 Differences in School Leadership Development

There are differences in school leadership development in the three countries. The countries differ in their philosophy of education, direction of school leadership

development, participation of headteachers in the programmes, qualification of headteachers, and level of involvement of the universities.

Firstly, Norway, the UK and Malawi follow different philosophies of education. As it has already been indicated above, Norway has a centralist policy tradition and is significantly influenced by local interests and values. The teachers 'union' and 'education lobby' have a strong influence on policy formation and implementation. It used to follow encyclopaedic educational philosophy but since the Second World War American progressivism has become dominant (Tjeldvoll *et al.* 2005). The UK, on the other hand, used to have a decentralised education system, but after the Education Reform Act (ERA) of 1988 the system has turned highly centralised and school-based. Its educational philosophy is essentialist and elite-oriented (Tjeldvoll *et al.* 2005). Whereas, Malawi has a multi-party democracy with an encyclopaedic educational philosophy and the teachers' union, unlike in Norway, has less influence on educational policy formulation.

Secondly, there have been differences in the three countries in the way school leadership development has unfolded. In Norway, development has moved from the headteacher seen as 'first among the equals', to manager above his equals, to the idea of headteacher as pedagogical leader and now to the headteacher as a manager (Tjeldvoll *et al.* 2005). In the UK development has been from decentralised to centralised control measures of school development. In the pre World War Two period, the headteacher was responsible for pedagogical and moral leadership. This was followed by the development of the social democratic headteacher, first among equals, which continued up to the 1988 Education Reform Act. At this point, the role developed into the 'market head' or chief executive. Since then the role of the headteacher has increasingly been that of 'outcomes headteacher' who tend to implement Government centrally decided policies without question (Wales 2004). On the other hand, in Malawi the development has moved from the headteacher as the overall school authority during the President Dr Kamuzu Banda dictatorial regime (1964-1993), to currently the headteacher being seen as pedagogical leader and Ministry representative.

Thirdly, as Bush (1995) observes, in the UK mentoring programmes existed for new headteachers and the 'Headlamp' scheme provided an entitlement for the training for new heads but no obligation for them to take part. On the other hand, headteachers in Malawi are obliged to take part in the school leadership training programmes. Fourthly, Bush (1995) observes that in the UK "anecdotal evidence suggests that it is rare for teachers to obtain headships without first acquiring a master's degree or another advanced qualification in educational management". On the other hand, in Malawi teachers obtain headship through interviews and the majority of headteachers have diplomas and first degrees without having any advanced qualification in educational management.

Fifth, in Norway and the UK the university has taken a substantial role in the development of school leadership programmes. For example, in Norway the University of Oslo is developing its school leadership programme into a Master's in Educational Leadership, which is aimed at teaching professionals and those working in public administration (Wales 2004). In the UK, as Brendrett (2001) has noted, the first impetus to begin to provide systematic education for school leaders came from university and the first specialist courses were offered at the London Institute of Education in the 1960s. Since then, many universities in the UK offer school leadership courses. On the other hand, in Malawi the university has taken a very minimal role, if any, in the development of school leadership training. So far all the three universities do not offer specialised courses in school leadership. Units and subunits of education management courses are only offered at first degree and some master's degrees. None of the universities is offering qualifications in educational leadership. The only time the university was involved in the development of school leadership training was when few lecturers from the University of Malawi took part in the development of training modules in the SEP school-based management training.

Finally, in the UK school leadership training is uniform throughout the country due to its centrally organised National College (Brendrett 2001 & Wales 2004), while Norway with its National Network gives much freedom to individual institutions to choose training providers for school leadership training. The municipalities in Norway now have been given mandate to choose school leadership training providers (Tjeldvoll *et al.* (2005). On the other hand, in Malawi there is no choice on who

should provide leadership training to secondary school headteachers. The Ministry of Education, through the Department of Teacher Education and Development (DTED), organises and conducts school leadership training. In the meantime there is one set of trainers of trainers each of whom is responsible for facilitating one training module. These trainers of trainers are drawn from the Ministry of Education, MIE, University of Malawi, Domasi College of Education, and from secondary schools.

2.4.7 Common Purpose

Although there are similarities and differences in the development of school leadership training in the three countries, the major goal of undertaking school leadership training in all the three countries is to improve the quality of management of schools which in turn will improve the attainment of students in the respective schools.

2.5 Empirical Studies on Education Management and Leadership

Though extensive research exists on Education Management and Leadership, little research has been conducted on *Management's Impact on Teaching and Learning in Secondary Schools*. Some researchers such as Mehralizadeh *et al.* (2006), St Germain and Quinn (2005), and Brown and Conrad (2007) have touched on this area though indirectly as outlined below.

First, Mehralizdeh *et al.* (2006) conducted a study on *Globalisation and Decentralisation of Management: A Study of the Feasibility of Application of School-Based Management in Iran's Secondary Schools*. The main purpose of this study was to recognise the critical barriers of school-based management in Iran in general, and in public secondary schools of Ahavaz in particular. The main research questions were: What are the characteristics of the new system of school-based management in Iran's secondary schools? How much do the secondary school principals, teachers, and the local education authorities know about school-based management? To what extent do they agree with the application of school-based management in Iran? (Mehralizdeh *et al.* 2006). A mixed design method was used in the study. Quantitative (questionnaire) and qualitative (interviews) approaches were used to collect data. Data was collected from principals, teachers and local education authorities. The major

finding was that school-based management scheme was not developing well and needs to be reconsidered by education policy makers (Mehralizdeh *et al.* 2006).

Second, St Germain and Quinn (2005) carried out a study on *Investigation of Tacit Knowledge in Principal Leadership*. This study investigated how tacit knowledge was used by expert and novice principals during problem solving situations in the USA. The study was conducted with one expert and two novice elementary school principals, and two experts and one novice high school principals. “Tacit knowledge” refers to knowledge gleaned from experience or refers to practical wisdom and intuition (St Germain and Quinn, 2005). Through the use of phenomenology, qualitative approach, novice principals were compared with expert principals as both went about their daily task of school leadership. The results of this study were meant to contribute to the research on effective leadership and offer implications for leadership training models (St Germain & Quinn 2005). The findings were that novice principals reacted quickly to perceived attacks or situations that appeared to accelerate beyond their control. In confrontational situations, novice principals became defensive, acted rashly, and jeopardised their relationship with staff members. Whereas one distinguishing characteristic of expert principals that emerged from this study was the calm assurance they brought to solving problems. They had acquired greater analytical skills for initial problem analysis and their thinking was sequential and relational (St Germain & Quinn 2005). One of the anticipated findings was that principals concluded that experience alone was not sufficient to gain expertise. And to ensure that tacit knowledge is acquired, initiating training programmes may be useful (St Germain & Quinn 2005).

Third, Brown and Conrad (2007) conducted a study on *School Leadership in Trinidad and Tobago: The Challenge of Context*. This study was designed to explore principals’ perceptions of the major challenges to their effectiveness and as educational leaders, the qualities they deem necessary to be effective within centralised education system, and strategies they adopt as they attempt to make their schools more effective organisations (Brown & Conrad 2007). School principals from primary and secondary schools, school superintendents and senior lecturers from the School of Education were selected for the study. Data was obtained through the use of focus group discussions and in-depth individual interviews (Brown & Conrad 2007).

The findings were as follows. (a) As school leaders, principals were powerless to discipline even the most recalcitrant teachers because of bureaucracy. The centralised nature of authority within the Ministry of Education not only limited the autonomy of principals but also restricted the decision-making capacity and actions of administrators working in the division office. (b) Essential qualities for the principal effectiveness are: the leader must have integrity, must be trustworthy and knowledgeable. The leader should play an important role in promoting a collective vision. The leader must build relationships within the school and between the school and community. And (c) Despite the debilitating effects of the bureaucracy it was possible for a school leader to be effective- one just needed to be creative (Brown & Conrad 2007).

Therefore, although many studies have been carried out on school leadership and management in secondary schools, few have touched on the impact of management on teaching and learning. Hence this gap will be filled with the empirical study carried out by the author on *Management's Impact on Teaching and Learning in Malawian Secondary Schools*.

2.6 Summary

This chapter has reviewed literature on management and school leadership. It has discussed the term “management” and related terms such as “leadership”, “effectiveness” and “efficiency” and that it is important that the reader should differentiate these terms. The chapter has given an overview of management models and that secondary school managers in Malawi mainly apply the formal model, political model and of late collegial model. It has been pointed out that each school manager should be aware of each of these models and be able to apply the most appropriate one according to the situations being faced in their schools.

It has also discussed the development of school leadership training in Norway, UK and Malawi, giving similarities and differences. The common purpose of school leadership training in the three countries has been to improve the management of schools in order to achieve high student attainment. Finally, the chapter has outlined three studies that have been done on management and school leadership which have a

bearing on improving effectiveness and efficiency. The next chapter discusses the conceptual framework of the study.

CHAPTER 3: CONCEPTUAL FRAMEWORK

3.1 Introduction

This chapter discusses the conceptual framework as presented in figure 3.1 below. The conceptual framework is based on the assumption that school management in Malawian Secondary Schools is an engine that drives the process of teaching and learning, and that for school management and leadership to be effective and efficient, several factors play a role. These factors include; Policies from Ministry of Education, Type of knowledge and skills obtained from training institutions, In-put from parents and other stakeholders, and Interventions from Ministry of Education and school. Despite all these interventions, the model indicates that problems of school-based management ineffectiveness and inefficiency continue in Malawian Secondary Schools.

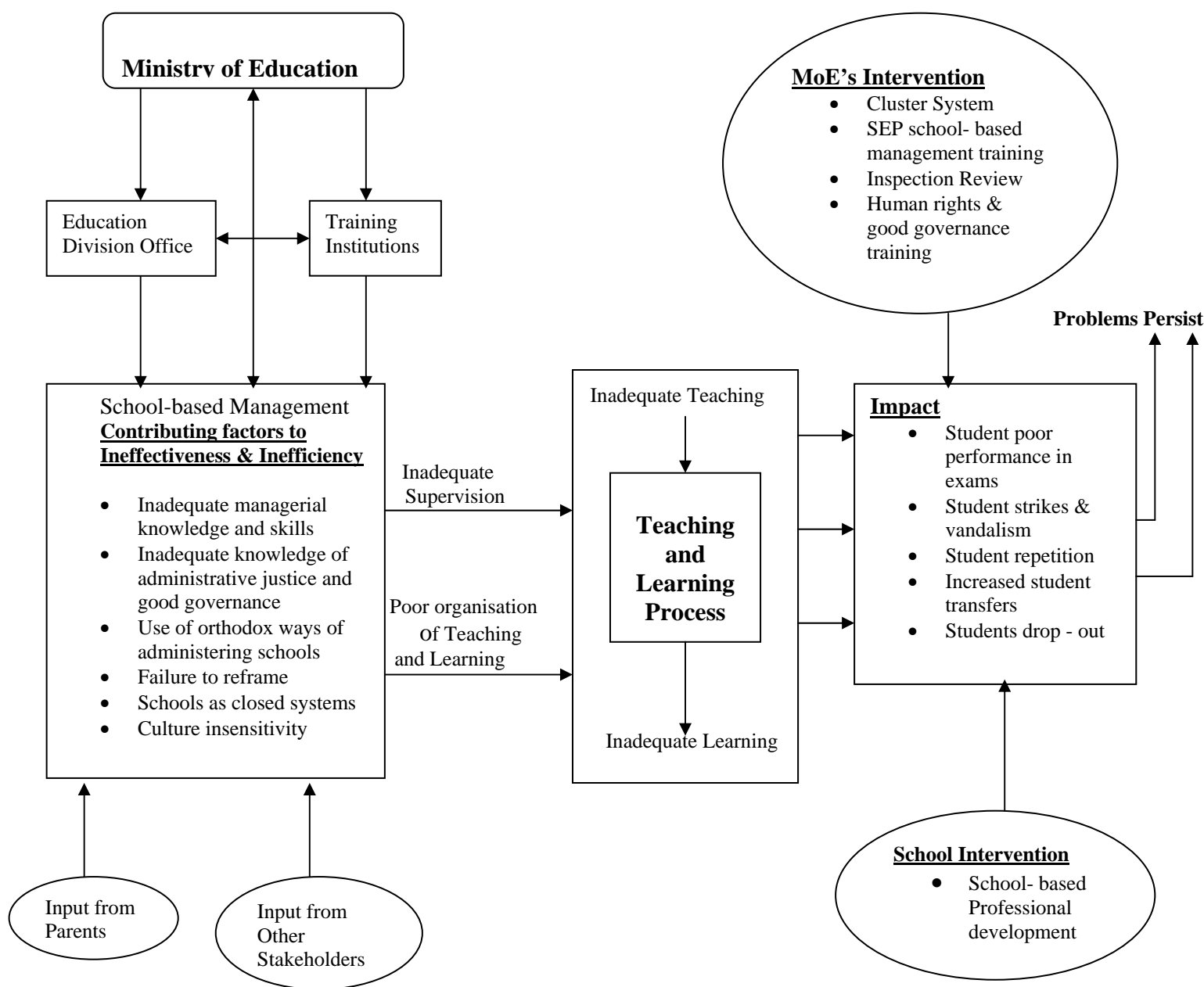


Figure 3.1: How the Various Factors Impact on Teaching and Learning in Malawian Secondary Schools

3.2 Components of the Model

There are six major components of the model which influence management of secondary schools in Malawi. The six major components are: Policies from Ministry of Education, In-put from parents and other stakeholders, Contributing factors to school-based management ineffectiveness and inefficiency, Impact on teaching and learning, Ministry of Education (MOE) and school interventions, and Problems persist. These have been discussed as follows.

3.2.1 Policies from Ministry of Education

From time to time, the Ministry of Education devises policies for the smooth management of secondary education. The Ministry of Education's Policy and Investment Framework (PIF 2001) has stipulated policies to improve access, equity, quality, relevance and management of secondary schools. However, some of the practices both at Ministry of Education Headquarters and school level bring about big dilemmas to the headteachers of secondary schools.

Firstly, the Ministry of Education has stipulated that one of its policy goals is to improve the quality of education (MPRSP 2002 & PIF 2001). Nevertheless, the Ministry of Education is admitting more students in secondary schools despite the inadequacy of teaching and learning resources in these schools. Due to this practice, in some secondary schools class enrolments are double the official enrolment figures while teachers remain inadequate. For example, in 2007 academic year Mchisu CDSS had an enrolment of 531 students against its official capacity of 200 students. This becomes more complex when the same Ministry of Education, through the Education Methods Advisory Section (EMAS), demands that "secondary schools should implement participatory teaching and learning strategies such as Resource Based Learning (Open Learning) and Study Circle Learning" (PIF 2001: 25).

Secondly, despite the Ministry of Education stipulating that "The MOES & T shall promote the decentralisation of secondary school management by devolving substantial management functions to individual schools by 2002" (PIF 2001: 26), secondary school headteachers up to date do not have powers to determine how many

students should be admitted into their respective schools and let alone powers to discipline their staff. The powers remain with the Ministry of Education.

Thirdly, one of the goals of the Ministry of Education policies is to review teaching and research programmes to promote high education institutional responsiveness to the needs of Malawian society (PIF 2001). However, six years down the line higher education institutions have not reviewed their curriculum to make the training of teachers responsive to the type of students and conditions now available in the schools.

3.2.2 In-put from Parents and Other Stakeholders

Headteachers of secondary schools, as stipulated in the Ministry of Education policies, are supposed to practice participatory management (PIF 2001). However, most secondary schools do not have active school management committees and Parent-Teachers Associations (PTAs). This contributes to ineffective and inefficient school-based management.

3.2.3 Contributing Factors to School-based Management Ineffectiveness and Inefficiency

Secondary school management and leadership have been labelled ineffective and inefficient. Various factors have been attributed to this, such as inadequate managerial knowledge and skills, orthodox ways of administering schools, inadequate knowledge of administrative law and good governance, school managers' failure to reframe and make schools as learning organisations, and failure to be culture sensitive when managing change.

3.2.3.1 Inadequate Managerial knowledge and skills

To begin with, many secondary school managers have inadequate managerial knowledge and skills. Any school manager is supposed to be well vested with the five functions of a manager, namely planning, organising, directing, supervising and evaluating (Commonwealth 1993). However, secondary school inspection findings in Malawi suggest that many secondary school managers do not perform the above functions as expected. For example, the full inspection outcomes of nine secondary schools in Central West Education Division conducted first term, 2006, indicate that

the management of four schools out of the nine inspected was barely satisfactory. The weaknesses captured in the report include: inadequate supervision of teachers and students, inadequate teaching and learning due to laissez faire attitude of teachers, lack of staff development activities, and subjects such as Physical Education and Life Skills are not timetabled and taught (CWED 2006a).

3.2.3.2 Inadequate knowledge of administrative justice and good governance

With the coming in of multi-party democracy, most headteachers in Malawi have found themselves not competent enough to handle staff and student disciplinary issues following administrative justice. Many headteachers fail to observe “rules of natural justice” when dealing with staff and student discipline. By “rules of natural justice”, this refers to ‘the right to be heard’ and ‘the rule against bias’. As Kanyongolo (2004: 19) puts it, ‘the right to be heard’ “. . . entitles every person whose interests may be adversely affected by a decision to be given an opportunity to enable him or her present his or her side of the story”. ‘The rule against bias’ requires “decisions should be made by individuals or bodies that are not, and do not appear to be, biased” (Kanyongolo 2004: 23). As a result of headteachers failing to observe rules of natural justice when dealing with staff and student disciplinary cases, the courts and office of Ombudsman have reinstated misbehaving teachers and students into the teaching service and schools respectively. This has left school managers powerless and confused.

As Kanyongolo (2004) observes, more than 50% of the cases that the Ministry of Education has had with teachers and students in courts and the office of ombudsman are lost due to the fact that school managers have inadequate knowledge of administrative justice. Hence, Kanyongolo (2004: 7) cautions that “working according to the demands of administrative justice is not a matter of choice but obligation”.

3.2.3.3 Orthodox ways of administering schools

Many school managers in Malawi use orthodox ways of administering institutions. Orthodox administration theory “claims that organisations such as schools, are real, concrete institutions whose regularities can be both investigated and predicted” and “. . . suggest that certain and true knowledge of administration can be discovered and an administrative ‘science’ established” (Foster 1994: 179). As such, many headteachers

in Malawi mechanically apply the rules and regulations in *The Handbook for Secondary School Administration* and Student Discipline Policy without seriously looking at the uniqueness of each case. Critical theorists in education administration argue that “such attempts to obtain certain knowledge are doomed to failure, because of lack of predictability of human affairs, but also because they direct attention away from essentially moral basis of educational administration” (Foster 1994: 180).

3.2.3.4 Failure to reframe

Some headteachers of secondary schools in Malawi are ineffective due to failure to reframe. Bolman & Deal (1997) identify four frames which managers can use, namely the *structural frame*, *human resource frame*, *political frame* and the *symbolic perspective*. For example, the Secondary School Project (SEP) school-based management training focussed on two frames: *the structural* and *human resource frames* (MOE 2005b: 25-32). *The Handbook for Secondary School Administration* emphasize on the use of the *structural frame* (MOE 2006b). By using only the two frames in managing schools, it can be pointed out that many Malawian secondary school headteachers have a limited image of reality of what they are being faced with in the schools and are therefore bound to misinterpret and mishandle the situations.

3.2.3.5 Schools as “closed systems”

It has become an endemic problem for some school-based managers to run institutions as “closed” systems. In other words, there is a tendency by school-based managers not to make schools as learning organisations. For example, a summary of inspection findings for first term, 2006 in Central West Education Division indicate that seven out of nine schools did not conduct staff development activities for a term or so (CWED 2006a). This may signal that staff did not share any new ideas that would assist in improving their teaching skills, and learning management skills. It was also noted in 2003, during the monitoring of the impact of the school-based management training sponsored by the World Bank, that by the end of March, 2003 many headteachers who had attended the training had not yet began sharing the ideas they had acquired during the training with their staff (NED 2003). This may entail that many headteachers run schools as “closed” systems which do not adopt innovations in order to make them effective and efficient.

3.2.3.6 Culture insensitivity

Finally, failure by most managers to adjust to culture and context when introducing new changes in schools is another major contributing factor to management ineffectiveness and inefficiency. For example, although the World Bank secondary school-based managers' training was able to train 724 managers instead of the initial 568 managers (World Bank 2006), the innovations such as participatory management, student-centred learning, school development planning, parental involvement, to mention a few, have not been adopted in the schools (CWED 2006a). This has been like that since adjusting changes to suit the cultures and contexts of the schools was not done. As such, use of teacher-centred approaches, inadequate supervision, poor implementation of school plans and unpunctuality of teachers are still rampant in the schools (CWED 2006a).

3.2.4 Impact of School-based Management Ineffectiveness and Inefficiency

Due to inadequate supervision of teachers and students and due to poor organisation of teaching and learning, teaching and learning have not been adequate in most secondary schools. These have resulted in poor performance of students at MSCE, students repeating classes, increased student drop-out, increased student transfers, and increased student misbehaviour.

3.2.4.1 Inadequate teaching and learning

Due to many school-based managers having inadequate managerial knowledge and skills, teaching and learning do not take place as scheduled. For example, school inspection reports in Central West Education Division indicate that there is inadequate supervision of staff as evidenced at Dedza, Mchisu, Chileka and Mdzobwe secondary schools (CWED 2006a). In these schools, teachers were not punctual for duties and some of them did not prepare for their lessons (CWED 2006a). At Mchisu CDSS in particular, inspectors report of "inadequate teaching and learning due to laissez faire attitude of teachers" (CWED 2006a: 6). In addition, inspectors found that at Dedza and Kabwabwa Secondary Schools, "written exercises are not given in most subjects" (CWED 2006a: 7).

3.2.4.2 Increased student misbehaviour

As Kanyongolo and CWED (2004: 10) observe, “anecdotal evidence suggests that there has been an increase in cases of indiscipline among pupils in secondary schools”. Kanyongolo and CWED (2004) identify two main factors which cause indiscipline in secondary schools in Malawi; lack of teacher preparedness for lessons and inadequate teaching and learning. These, as they argue, result in pupils losing interest in learning and becoming defiant and truant (Kanyongolo & CWED 2004). For example, in 2005 and 2006 academic years 970 and 1005 students respectively were dismissed from secondary schools in Malawi as a result of disobedience (MOE 2005a & 2006a).

3.2.4.3 Student repetition and drop-out

Poor management of secondary schools has resulted in other internal inefficiencies in the secondary school system. It has led to increase in student repetition and dropout. The main reason for student repetition and dropout has been inadequate learning due to poor organisation of teaching. For instance, in 2005 academic year, a total of 7,332 students repeated in various forms in secondary schools across the country, and out of these, 3,526 were boys and 3,806 were girls (MOE 2005a: 63). A total of 19,495 students dropped out of secondary schools across the country. And out this figure, 970 students dropped out due to dismissal as a result of disobedience; 1,922 dropped out due to pregnancy; and 2,119 dropped out due to lack of interest (MOE 2005a: 65). Those who dropped out due to lack of interest might likely have lost interest due to inadequate teaching and learning. Repetition and dropout are not only wasteful but also costly for the Government of Malawi.

3.2.4.4 Student transfers

Student transfers are on an increase mostly because students search for better schools. For instance, in 2005 a total of 25,471 students transferred into and out of secondary schools in Malawi (MOE 2005a). One of the reasons was students were going to schools which had better MSCE results.

3.2.4.5 Poor student attainment

Arguably, ineffective secondary school management and leadership have resulted in low attainment of students. Due to inadequate supervision in many secondary schools,

there have been inadequate teaching, learning and student assessment. These have resulted in low attainment as evidenced in the Malawi School Certificate Examinations (MSCE) results which have been poor for close to a decade. Table 3.1 below summarises the performance of students at MSCE for conventional and community day secondary schools for a period of eight years.

Table: 3.1 MSCE Results for CSS and CDSS

Year	Percentage Pass (%)		
	Boys	Girls	Total
1997	26.5	17.2	23.3
1998	21.0	10.3	17.2
1999	16.3	10.5	14.2
2000	23.5	15.7	20.6
2001	27.2	16.8	23.1
2002	41.5	28.5	36.2
2003	48.9	35.6	43.7
2004	54.5	42.8	49.9

Source: World Bank (2006: 6)

The data in table 3.1 indicate that there was a decline in the pass rate between 1997 and 1998, and then a gradual increase in pass rate at MSCE between 1999 and 2004. However, in 2006 there was a drastic decline in the pass rate. The pass rate fell from 50.51% in 2005 to 38.62% in 2006 (MANEB 2006). Although between 1999 and 2005 there had been a steady improvement in performance of students at MSCE, in general the pass rate has been below 50%. Having 50% or more students failing the Malawi School Certificate Examinations is a big inefficiency, and at the same time a clear sign of ineffectiveness in the secondary education system.

3.2.5 Ministry of Education Interventions

The Ministry of Education has taken a number of initiatives in order to redress the endemic problem of ineffective and inefficient secondary school management and leadership. These initiatives have included: the introduction of the cluster system through the DANIDA sector support to secondary education; the implementation of

the school-based management training under the World Bank sponsored Secondary Education Project (SEP); the review of the Malawi Inspection System; and the implementation of the headteacher training on democracy and good governance. However, these initiatives have been received with mixed reactions.

3.2.5.1 Introduction of cluster system

In 1998 with a bid to improve the quality of secondary education, the Government of Malawi entered into an agreement with the Danish Government to provide support to the education sector. Among areas of agreement, the Danish International Development Agency (DANIDA) would assist the Ministry of Education establish the secondary school cluster system and provide both financial and professional support.

All secondary schools would be provided with textbooks by providing matching funds on the textbook revolving funds (TRF). Headteachers would be trained on good school management practices. By cluster system, secondary schools were grouped into clusters of about five to ten secondary schools with the aim of schools sharing good practices and assisting each other on equipment and other needs. Under this programme, the Malawi Secondary Headteachers Association (MASHA) was formed with the objective of allowing headteachers to share good management practices in order to improve effectiveness and efficiency, among other things. Headteachers were trained on participatory decision-making, action planning and implementation, community involvement and financial management (NED 2001). However, while the project was in progress, in 2001 the donor had to pull out. Hence, this brought discontinuity to some of the activities of the programme.

3.2.5.2 SEP school-based management training

The Malawi Government in 1998 applied for a loan to the World Bank to the tune of US\$54.7 million to support its plan to expand and improve secondary education (World Bank 1998). Out of this amount, US\$ 1.7 million was to be used “. . . to improve efficiency and effectiveness of secondary education system, by strengthening school-based management through the training of methods advisers, deputy heads and heads of departments in all secondary schools, and new headmasters and headmistresses” (World Bank 1998: 2). As the Word Bank (2006) reports, a total of 724 managers were trained.

As already indicated in the previous Chapter, this initiative, however, was beset by a number of problems that rendered it not very successful. Firstly, many headteachers were left out in the original training plan. Secondly, senior school staff from each school had not been trained as a team. Thirdly, it was realised too late, especially after the headteachers of many secondary schools had protested for not being included in the training programme, that it was important for all headteachers to be trained to make the programme successful. Fourthly, even though the headteachers had been trained, many of them still lacked leadership skills to convince the rest of teachers to adopt the changes. As such, the World Bank SEP has not brought effectiveness and efficiency to most headteachers as originally planned since inspectors still find many schools in which teaching and learning is inadequate.

3.2.5.3 Inspection Review

In a bid to make schools effective, the Ministry of Education decided to review and improve the inspection and supervision of schools. Inspection and supervision of schools in Malawi provide support for the effective and efficient management of schools.

On that note, the Ministry of Education in 1999 engaged a consultant team to review the inspection system. West *et al.* (2000) identified the following as key weaknesses of the previous Malawian inspection system: the overall purpose of inspection in Malawi schools was not clear; inspection and other associated local activities lacked a clear focus and consequently provided no usable outcomes, and the inspection programme had little coherence, and was described as a set of unconnected events. Worse still, the inspection system was dubbed as “fault-finding” rather than geared toward school improvement. Subsequently, the Ministry of Education engaged another consultant in 2001, and together with eight officers from the Advisory Section of the Ministry of Education, developed a new inspection system which has been hailed for focussing on school improvement.

With the new system, school-based managers together with their members of staff draw action plans on weak areas identified during the inspection. The action plan consists of: Issue (Weakness), Objective, Activity, Resources (to be used), Persons

Responsible, Time frame and Indicators of Success (Harrison 2002). All members of staff at school participate in coming up with the action plan and implementing it as a team. So far this has been seen to improve the management of schools. For instance, at Magawa, Umbwi, Ntcheu and Mitundu Secondary Schools where in 2003 inspectors found inadequate teaching and learning due to inadequate supervision of staff and students, there has been tremendous improvement in the management of the schools. At Magawa Secondary School in particular, where in 2003 inspectors found that in all classes teaching was not done as timetabled, in 2006 during a follow-up inspection visit, it was found that there was adequate teaching and learning and most teachers used child-centred approaches (CWED 2006b).

However, inspection and supervision of secondary schools have been beset by two main problems. Firstly, due to the high rate of staff turn over at the division offices, there are inadequate personnel to conduct inspection and supervision to many secondary schools. Many officers have retired, some have resigned without being replaced and others have been posted away. Secondly, funding to support inspection and supervision visits to schools has been erratic resulting in sporadic visits to schools. This is trying to defeat the whole purpose of the new inspection system which is geared toward increasing the effectiveness and efficiency of school management thereby bringing about school improvement.

3.2.5.4 Human rights and good governance training

In order to make school managers more effective in handling staff and student disciplinary issues in a multiparty democracy, the Ministry of Education organised training for headteachers on democracy, good governance, human rights and conflict resolution from 2004 to 2006. During this training, the headteachers went through six modules, namely Education and the Rule of Law; Democracy, Good Governance and Human Rights; Administrative Law and Justice; Staff Discipline; Pupil Discipline; and Conflict resolution. In secondary schools where the headteachers had been trained, this has had a positive impact on the management of conflicts. For example, since November, 2004 till August, 2006 Central West Education Division, which was the first to benefit from the training, had not experienced any major student strikes

and vandalism. The same applies to the other five education divisions which have also experienced a reduction in cases of student unrest.

Although this has been the case, the programme has not been very successful. Less than three-quarters of the secondary school headteachers in the country have been trained due to inadequate funds. For instance, in Central West Education Division 90 out of 170 headteachers have been trained (CWED 2005). First priority in the training went to the headteachers of boarding secondary schools as a result the headteachers of many CDSS have not yet benefited from the training. This makes them still to be ineffective in handling disciplinary issues in line with rules of natural justice.

3.2.6 School-based Management Interventions

In order to improve teacher competence, school-based management from time to time are supposed to organise school-based professional development activities such as joint planning, seminars, workshops, peer observation and team teaching. However, as already indicated, school inspection reports indicate that few professional development activities take place in secondary schools.

3.2.7 Problems Persist

Therefore, as it has been indicated above, both the Ministry of Education and the schools have taken a number of initiatives in order to improve the effectiveness and inefficiency of secondary school management. However, these efforts have not been very effective to improve the management of the schools, particularly in enhancing quality teaching and learning in the schools. As such most problems which have resulted from ineffectiveness and inefficiency of school-based management continue to exist in the schools.

3.3 Summary

This chapter has discussed the conceptual framework as presented in figure 3.1. It has shown that policies from the Ministry of Education, Knowledge and skills from training institutions, In-put from parents and other stakeholders, Interventions from Ministry of Education Headquarters and school-based management play very

important roles in influencing the quality of management and hence teaching and learning in secondary schools. It has been indicated that due to inadequate supervision, teaching and learning is minimal in schools. Though interventions have been put in place, they have been inadequate and problems of ineffectiveness and inefficiency continue in the schools. The next chapter presents methodology of the study.

CHAPTER 4: METHODOLOGY

4.1 Introduction

This chapter discusses the methodology used in the study. The study has used a mixed research design in which quantitative and qualitative approaches have been used to collect and analyse data. As such this chapter, first, outlines and discusses steps that were taken to ensure that issues of validity and reliability were taken care of in the study. Validity and reliability are very essential in any study. Secondly, it explains the organisation of field work. Thirdly, it discusses the identification of the study area and schools. Fourthly, it discusses ethical issues in the study and the characteristics of the respondent groups. Finally, it describes quantitative and qualitative approaches which were used to collect and analyse the data.

4.2 Validity and Reliability

As Lund (2005: 120) has observed, “if ‘something’ has to be counted as knowledge, it has to attain a satisfactory level of certainty or validity. Hence, validity issues are fundamental one in knowledge construction”. Issues of validity and reliability have to be observed if the results of a study should be regarded worthwhile.

Lund (2005: 121) defines validity as “the approximate certainty of the truth of an inference or knowledge claim”. Kleven (1995) define reliability as “relative absence of haphazard errors of measurement” (in Brock-utne 1996: 613). However, this section is not about defining terms.

Suffice to say, in order to ensure validity and reliability of this study results, a number of measures were taken. First, the study triangulated quantitative and qualitative methods, and also used two people to collect data (see sections 4.6.1, 4.6.2 and 4.3.3). Second, the researcher ensured that the right questions were asked by trial-testing the data collection instruments (see section 4.3.2). Thirdly, data was collected from the right people; people well vested with the information that was required (see characteristics of the respondent groups, section 4.6). Fourthly, ethical issues were

taken into consideration when carrying out the study (see section 4.5). And finally, the empirical steps in all phases of a research process were observed (refer to the details in this chapter).

4.3 Field Work Organisation

In order to ensure that the process of data collection was legitimate, procedural and collected valid and reliable information the following steps were taken.

4.3.1 Permission

The Secretary for Education granted permission to obtain data from secondary schools on the 14th of June, 2007 and the Education Division Manager for Central West Division granted written permission for data to be collected in schools under his jurisdiction on the 25th of June, 2007.

4.3.2 Trial Testing

In order to ensure that the instruments used for collecting data are reliable and valid, on 26th June, 2007 the questionnaires and interview guides were trial-tested. The headteacher of Lilongwe Girls Secondary School had a mock interview using the semi-structured interview guide for headteachers. Later she was given the instrument to make comments. The headteacher of Lilongwe Girls Secondary School was chosen because of her extensive experience in research. Adjustments on language and order of some questions were made. For example on the interview guide for headteachers, questions 11 to 13 had to be corrected and “Name the programme” was added to question 8. A total of ten students, 4 boys and 6 girls, from Lilongwe, Chipasula and Biwi Secondary Schools were administered a student questionnaire, and two questions had to be corrected and some information was added. For example, “Which of the following best describes . . .” was added to question 12 of the student questionnaire.

During trial testing of the student questionnaire, despite written instructions some students indicated more than one response to a question. This led to a decision to give verbal instructions also to respondents in addition to the written instructions that were on the questionnaires. Four Senior School Staff from Lilongwe Girls Secondary School were administered a questionnaire for senior school staff and asked also to

make verbal comments on the instrument. “Other (Specify)” was added to question 13, and questions 9 to 15 on the original questionnaire were renumbered and rearranged.

4.3.3 Training

Training of field staff for the study was conducted on the 28th of June, 2007. The training took place at Central West Division Office. The training course for the research assistant consisted of instructions in general interviewing, mock interviews, note-taking and how to administer a questionnaire. The research assistant was also sensitised on value clarification. The driver was briefed on being courteous and punctual for duties.

4.3.4 Team

The data collection team comprised three people; the researcher, the research assistant and driver. The research assistant was an experienced secondary school teacher and method advisor in the ministry of education. He assisted with the administration of the questionnaires and data recording. The researcher was the team leader and was responsible for co-ordinating and supervising the whole data collecting exercise apart from actively interviewing and administering the questionnaires. The driver was responsible for ferrying the research team.

4.4 Study Area

4.4.1 Choice of the study area

The field work was a prevalent study that took place in Malawi from 11th June, 2007 to 30th July, 2007 in Central West Education Division (CWED). Of the six education divisions in Malawi, Central West Education Division was chosen because it is the largest division with great cultural diversity.

Due to financial constraints, two districts were identified for the study, Lilongwe and Dedza. Lilongwe is the capital city of Malawi, located in the plain area, with a people who have a wide cultural diversity. Dedza is a district with diverse physical features and culture. Dedza extends from the lakeshore area to the plateau area encompassing the lakeshore and upland cultures, and is also relatively closer to Lilongwe which was the base for the researcher. The two districts cover the three main geographical areas of the country, namely the rift valley, plain and plateau areas.

4.4.2 Identification of schools for the study

Due to financial constraints, four public secondary schools of different characteristics were identified for the study. As already indicated in Chapter One, for the sake of this study, the schools have been assigned labels P, Q, R and S.

P Secondary School is a double-shift day secondary school in Lilongwe urban and was selected out of a total of three double-shift day secondary schools which are in Lilongwe Urban through simple random sampling method. Q Secondary School was selected out of a total of three conventional boarding secondary schools in Lilongwe rural also using simple random sampling method. R Secondary School, which is in Dedza district, was purposefully selected to represent community day secondary schools and because it is one of the largest CDSS with an enrolment of over 400 students. S Secondary School was also purposefully selected because it accommodates both day and boarding students and that it is a district secondary school in Dedza.

4.5 Ethical Considerations

Issues of providing government information for research purposes are still regarded as sensitive by many people in Malawi. Hence any approach to the respondent groups was made through their relevant authorities. Consent to carry out the study was obtained from both the Secretary for Education and the Education Division Manager (EDM) for Central West Division. For instance, written consent was obtained from Central West Education Division Manager to interview headteachers and to administer questionnaires to students and senior school staff in the four schools under study.

Apart from being given permission by the Secretary for Education and the Education Division Manager (CWED), the team also sought permission from the individuals in order to interview them. All the respondents, namely the headteachers, senior school staff, students, the EDM and the Training Manager in DTED were all briefed about the study and its importance, and permission was then sought from the individual respondents for the interviews to take place. The respondents were told that they were free to withdraw from the interviews if they saw to it that it was necessary to do so.

The research team also explained to the respondents that they would remain anonymous except where the individual had given consent not to remain so.

Due to the fact that respondents should remain anonymous, the student and senior school staff questionnaires required individual respondents not to indicate their names on the questionnaire. The EDM, the Headteachers and the Training Manager in DTED were requested to give consent for them to be quoted in the study. However, to avoid embarrassment and reprisals to the headteachers, the four secondary schools have been given labels; P, Q, R and S. Embarrassing questions were avoided and in some cases were removed from the interview guides and questionnaires.

4.6 Characteristics of Respondent Groups

There are five groups of respondents to this study. These are the headteachers, students, heads of department, the Education Division Manager (CWED) and the Training Manager (DTED).

4.6.1 Headteachers

Four headteachers took part in the study. Of the four headteachers, two are females and the other two are males. Three of the headteachers are holders of Diploma in Education and one is a holder of Bachelor of Education. All the four headteachers have attended special courses in school management. Three of the headteachers have more than ten years of school management experience and have worked for more than sixteen years as teachers. The other headteacher has two years of experience as a headteacher and he has worked for close to nine years as a secondary school teacher.

4.6.2 Students

Students from Forms one to four took part in the study. The students were of different ages and had different attainment levels.

4.6.3 Heads of Department

The heads of departments for the four schools took part in the study. These are senior school staff in-charge of the various departments in the schools. Teachers are promoted to these positions after working for a minimum of six years based upon their performance during the interviews. They are pedagogical experts in their subject areas. Three or more related subjects come under one department.

4.6.4 Education Division Manager (EDM)

The Education Division Manager is a provincial in-charge of schools. All schools in six districts from Central West Division are under his charge. Primary schools fall directly under the district managers but the district managers report to the EDM. Secondary schools fall direct under the EDM's charge in the six districts. The headteachers of secondary schools report to him directly. The EDM had more than ten years experience of secondary school and district education management combined and two years experience of education division management.

4.6.5 Training Manager

The Training Manager had a wide experience in teacher training. He had worked as a secondary school teacher for 9 years and then lecturer in a Teacher Training College (TTC) for 5 years before being appointed to his current position.

4.7 Data Collection and Analysis

The data collection exercise employed two methods of data collection. These were the quantitative and qualitative methods. These two methods were used in order to complement and triangulate each other.

4.7.1 Quantitative Method

4.7.1.1 Sampling Procedure

A total of 65 students were sampled in the four secondary schools to complete a student questionnaire. However, 64 completed the questionnaires. Of those who completed the questionnaires, 34 were boys and 30 girls. Proportional sampling method was used to determine the total number of students to complete questionnaires in each school.

P secondary school, being a double-shift school with a total enrolment of 960 students, a total of 26 students was sampled. 13 students were picked from the Morning Shift and another 13 students were picked from the Afternoon Shift. In each of the four Forms, a total of three students were selected randomly, one from each of the three classes. The 13th students were selected randomly in Form 1 classes. Picking involved identifying a boy then a girl and so forth. 13 boys and 13 girls were picked, and 13 boys and 12 girls completed the questionnaires since one student managed to sneak out with a completed questionnaire.

Q, R and S Secondary Schools, each with an enrolment of about 480 students, 13 students were picked in each school. 3 students were randomly picked in each Form as it was done with P Secondary School. At Q Secondary School, 7 were boys and 6 girls. At R Secondary School, 6 were boys and 7 girls. And at S Secondary School, the proportion of boys being greater than that of girls, 8 were boys and 5 girls. The 13th student at Q, R and S Secondary Schools was picked from Forms 2B, 3A and 4B classes respectively.

Four heads of department were asked to complete a senior school staff questionnaire in each school (Q, R and S Secondary Schools). At P secondary school, being a double-shift school, a total of 8 Heads of Departments was asked to complete the senior school staff questionnaire.

4.7.1.2 Students

A total of 25 out of 26 students handed in their completed questionnaires at P Secondary School. At Q, R and S Secondary Schools, all the 13 students sampled in each school completed their questionnaires and handed in. A total of 64 out of 65 questionnaires were completed by students giving a response rate of 98.4%. The questionnaires obtained information on:

- the contributing factors to school-based management ineffectiveness and inefficiency
- the impact of ineffective and inefficient school-based management on teaching and learning
- the efforts taken by school-based managers to redress the problems of ineffectiveness and inefficiency.

In order to identify contributing factors to school-based management ineffectiveness and inefficiency, students were asked; whether they are motivated to learn or not; what motivates them to learn; things that de-motivate them; and subjects which they find difficult and the reasons.

In order to obtain information on the impact of ineffectiveness and inefficiency on teaching and learning, students were asked: whether they have some classes which are

not being attended to by the subject teachers and the reasons; what they do once the teachers are not available; and whether teachers indicate in period attendance registers once they have taught their lessons.

In order to find out the strategies used by school-based managers to redress ineffectiveness and inefficiency, students were asked: what they do once the teacher is not available for her/his class; and whether they have period registers in their classes. Some questions were asked in order to filter out the responses, therefore might not be captured in the results.

A maximum of seven and a minimum of two options were provided in the questionnaires for the students to choose one option which best described the situation. In some cases the students had to fill in the response. For more details, refer to Appendix 5.

4.7.1.3 Senior School Staff

A total of 20 out of 20 heads of department in the four schools of study completed and handed in the questionnaires, giving a response rate of 100%. The questionnaires collected information on:

- the contributing factors to school-based management ineffectiveness and inefficiency
- the impact of management's ineffectiveness and inefficiency on teaching and learning
- the efforts taken by school-based managers to redress the problems of ineffectiveness and inefficiency.

In order to obtain information on the contributing factors to school-based management ineffectiveness and inefficiency, heads of department were asked: how often they organised professional development activities; frequency of staff meetings; how they ensured teachers taught as timetabled; whether they facilitated the sharing of knowledge and skills; the causes of student violence; and what management does when there is student violence.

In order to obtain information on the impact of ineffectiveness and inefficiency on teaching and learning, heads of department were asked: how they describe MSCE examination results of their schools for the past three years; reasons why results are not good; and how often the school experienced student violence.

In order to obtain information on strategies used to redress the problems of ineffectiveness and inefficiency, heads of departments were asked: what they do to ensure their teachers are prepared for lessons; how they ensured teachers taught as planned; how often management met staff to discuss how to improve teaching and learning; and steps taken by management to resolve student crisis. Some questions were asked to filter out some responses therefore they may not be captured under results.

Just like with the student questionnaire, a maximum of seven and a minimum of two options were provided in the questionnaire for the students to tick the option that best described the situation. Again just as with the student questionnaire, in some cases the senior school staff had to fill in the responses. For more details see Appendix 4.

Table 4.1 below summarises the target groups and responses for the two questionnaires.

Table 4.1 Target Groups and Response Rates

Secondary School	Group	No. Sampled	No. Responded	Response Rate
P	Students	26	25	98.4%
	Senior Staff	8	8	100%
Q	Students	13	13	100%
	Senior Staff	4	4	100%
R	Students	13	13	100%
	Senior Staff	4	4	100%
S	Students	13	13	100%
	Senior Staff	4	4	100%
Total		85	84	98%

4.7.1.4 Data Entry

Data from completed questionnaires was entered on data files from 17th to 30th August, 2007 using Windows Statistical Package for Social Sciences (SPSS) 13. Data obtained through student questionnaires and senior school staff questionnaires were entered in different data files.

4.7.1.5 Data Analysis

Univariate and bivariate analyses were performed. Univariate analysis was performed to produce descriptive statistics in form of frequency tables (refer to Chapter 5). And bivariate analysis was performed in order to determine whether two variables are related (refer to Chapter 5, tables 5.2 and 5.3b).

4.7.2 Qualitative Method

4.7.2.1 Semi-structured Interviews

Semi-structured interviews involved the preparation of an interview guide that listed a predetermined set of questions or issues that were to be explored during the interviews. The guide served as a checklist during the interview and ensured that basically the same information was obtained on each topic (Refer to Appendices 1 to 3).

4.7.2.2 Respondents

The respondents to semi-structured interviews were headteachers, the Education Division Manager (EDM) for Central West Division, and the Training Manager in DTED.

4.7.2.3 Data Collection

As with the questionnaires, semi-structured interviews also collected information pertaining to the:

- contributing factors to management's ineffectiveness and inefficiency
- impact of ineffective and inefficient management on teaching and learning
- efforts taken by management to redress the problems of ineffectiveness and inefficiency, and how effective the strategies being employed are.

First, interviews were conducted with headteachers of the four study schools. In order to collect information on the contributing factors on school-based management ineffectiveness and inefficiency, headteachers were asked: challenges they faced when running the schools; whether the ministry of education has run a training programme to improve their management knowledge and skills; how they motivate their staff; and suggestions on how to improve performance of headteachers in Malawi. In order to obtain information on the impact of management's ineffectiveness and inefficiency on teaching and learning, headteachers were asked: the performance of their school in MSCE for the past three years; the number of repeaters in the school and reasons for repeating; the number of drop-outs in the school and reasons for dropping out; the number of students who transferred out and the reasons; and the challenges they faced in the schools. And in order to assess the strategies used by school-based managers to redress ineffectiveness and inefficiency, the headteachers were asked: how they dealt with the challenges they face in the schools; how beneficial the training programme ran by the ministry has been to them; and documents they use as references when managing the schools. For more details refer to Appendix 1.

Second, semi-structured interview with the Education Division Manager for Central West Education Division sought information on how he ensures that secondary schools are managed effectively and efficiently; the common ineffectiveness and inefficiencies he observes in secondary schools; professional development programmes of headteachers; how he ensures that teaching and learning take place as scheduled in the schools and the challenges he faces in trying to do that. For more details see Appendix 2.

Third, semi-structured interview with the Training Manager in DTED sought information on programmes that are currently in place to address training needs of senior school staff; how the selection of Trainers of Trainers is done; and the aspects which needed to be improved in the training programmes to make them more effective (Refer to Appendix 3).

During the interviews, all statements with relevance to study were listed without judgment about their relative value. The statements collected then were read to the

interviewees to verify if they reflected what they had said. Comments received via this process were incorporated as data.

4.7.2.4 Data Analysis

After collecting data, analysis was done in several stages. This was done from 1st September, 2007 to 12th September, 2007. First, statements which were repetitive or unrelated to the study were eliminated. Second, the information was clustered in thematic headings, namely Contributing Factors, Impact on Teaching and Learning, and Strategies to Redress the Problems, which were developed from the objectives and principle research questions. A framework of analysis was developed using these themes. Third, data was coded then sorted into different themes and sub-issues and then summarised, drawing out general common quotes, and rare and common themes (Refer to quotes from the respondents in Chapter 5).

4.8 Summary

This chapter has discussed the methodology used in the study. It has indicated that a mixed design method was used in the study. It has explained that the study took place in Malawi in Central West Education Division. Four public secondary schools of different characteristics, two in Lilongwe and another two in Dedza districts, were identified for the study. These districts were identified due to their cultural diversity and also due to the fact that they transcend a wide geographical area. Quantitative and qualitative approaches were used to collect and analyse the data. Sixty four (64) students selected randomly and 20 Heads of Departments completed the student and senior staff questionnaires respectively. The headteachers of the four study schools, the Education Division Manager (CWED) and the Training Manager in DTED were interviewed. The quantitative and qualitative data collected were analysed. The next chapter presents the results of the study.

CHAPTER 5: RESULTS

5.1 Introduction

This chapter provides results of the empirical study carried out on *Management's Impact on Teaching and Learning in Malawian Secondary Schools*. The results have been presented following the three principle research questions, namely:

- What are the contributing factors to school-based management ineffectiveness and inefficiency in Malawian Secondary Schools?
- What is the impact of school-based management ineffectiveness and inefficiency on teaching and learning process in Malawian Secondary Schools?
- What strategies have school-based management and the Ministry of Education put in place to redress these problems and how effective are these strategies?

First, the chapter gives the contributing factors to school-based management ineffectiveness and inefficiency. These factors have been divided into two groups; factors within the headteacher's control and factors beyond the headteachers' control. Second, the chapter gives the impact of school-based management's ineffectiveness and inefficiency on teaching and learning. Finally, the chapter outlines the strategies used to redress the problems of ineffectiveness and inefficiency. For the sake of clarity, these strategies have been split into strategies employed by school-based management and strategies used by the Ministry of Education.

5.2 Contributing Factors to School-based Management Ineffectiveness and Inefficiency

A number of factors have been identified to contribute to school-based management ineffectiveness and inefficiency. These factors have been split into; factors within the headteachers' control and factors beyond the headteachers' control.

5.2.1 Factors within the Headteachers' Control

Factors within the headteachers' control refer to factors that the headteachers themselves can do something to get rid of them. These factors are as follows:

5.2.1.1 Inadequate Managerial Knowledge and Skills

In order to find out how much managerial knowledge and skills the managers of the study schools possessed, a number of questions were asked to them to assess the level of managerial knowledge and skills they possessed.

First, through semi-structured interviews the four school managers were asked how they motivated their staff. Three headteachers mentioned that they motivated their teachers mainly by organising School-based In-service Education and Training (INSET), through delegation and providing incentives to their teachers such as duty allowance of K500 (US \$3.75) per day once the teacher was on duty in that particular week. Only one headteacher mentioned that he used delegation, praising, communicating openly and encouraging team work to motivate members of staff. This shows that most headteachers had limited ways of motivating their staff.

In the same vein, senior school staff in the four study schools were asked how often they organised professional development activities. Table 5.1 indicates the results.

Table 5.1: How often do you organise professional development activities?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Once a month	4	20,0	20,0	20,0
Once a term	10	50,0	50,0	70,0
Never	4	20,0	20,0	90,0
Other	2	10,0	10,0	100,0
Total	20	100,0	100,0	

As table 5.1 shows, half (50%) of the senior school staff indicated they organised professional development activities once a term, and a fifth (20%) indicated once a month. However, another fifth of the senior school staff (20%) indicated they never organised staff development activities in their departments. This shows that most heads of department seldom organised professional development activities and that worse still a fifth of them had never organised staff professional development activities.

In order to cross check on the same information, senior school staff were asked if as a department they had created any opportunity for their teachers to share good practice in the past two terms. Table 5.2 indicates the results.

Table 5.2: Have your teachers shared good practice the past two terms?

		Name of School				Total
		P Sec School	Q Sec School	R Sec School	S Sec School	
Have your teachers shared good practice the past two terms?	Yes	5	2	1	1	9
	No	3	2	3	3	11
	Total	8	4	4	4	20

The results indicate that about half (55%) of the senior school staff had not created any opportunity for their teachers in their department to share good practice. However, 45% (9/20) had created an opportunity where their teachers had shared good practice. P secondary school had the largest number (5/8) of departments whose teachers had shared good practice while R and S secondary schools had the least number of departments (each 1/4) that had shared good practice in the last two terms. The data shows that the majority of senior school staff do not facilitate the sharing of good practice among members of staff in their departments.

In order to find out if management of the school allowed members of staff to participate in decision-making, problem solving, sharing good practice at school level and be communicated what they ought to know, a question was asked to check if staff meetings were taking place every month. Tables 5.3a and 5.3b indicate the results.

Table 5.3a: Are staff meetings conducted every month?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	6	30,0	33,3	33,3
No	12	60,0	66,7	100,0
Total	18	90,0	100,0	
Missing System	2	10,0		
Total	20	100,0		

As data in table 5.3a shows, the majority (60%) of the heads of department indicated that staff meetings in their schools were not held every month while 30% indicated that staff meetings were held every month.

Table 5.3b: Crosstabulation of School and Staff Meetings

		Name of School				
		P Sec School	Q Sec School	R Sec School	S Sec School	Total
Are staff meetings conducted every month?	Yes	2	1	0	3	6
	No	6	2	3	1	12
Total		8	3	3	4	18

Data in table 5.3b shows that the majority of respondents, 6/8, 2/3 and 3/3 at P, Q and R Secondary Schools respectively, indicated that staff meetings were not held every month. On the other hand, 3/4 (75%) of the heads of department at S Secondary School indicated that staff meetings were held every month.

The data in the above two tables show that the majority of the heads of department indicated that staff meetings are not held every month in their respective schools. This may entail less opportunity is given to teachers to participate in decision-making and ask questions pertaining to certain decisions made by management.

In order to find out if teachers have skills to motivate their learners, students were asked whether they were motivated to learn or not. Table 5.4a indicates the results.

Table 5.4a: Are you motivated to learn?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	53	82,8	82,8	82,8
no	11	17,2	17,2	100,0
Total	64	100,0	100,0	

As data in table 5.4a shows, the majority (82.8%) of the students were motivated to learn and 17.2% of the students were not motivated to learn. However, those who were not motivated to learn were asked what de-motivated them most. Table 5.4b shows the responses.

Table 5.4b: What de-motivates you to learn?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid students tease me	1	1,6	9,1	9,1
inadequate textbooks	1	1,6	9,1	18,2
teachers do not teach their lessons	8	12,5	72,7	90,9
other	1	1,6	9,1	100,0
Total	11	17,2	100,0	
Missing System	53	82,8		
Total	64	100,0		

As data in table 5.4b shows, the majority of the students (12.5%) were de-motivated because some teachers did not teach most of their lessons. 1.6% was de-motivated because teachers did not give written work while another 1.6% was de-motivated because of teasing. Another 1.6% was de-motivated due to other reason; that is, some teachers were not explaining concepts well. This shows that the majority of the students who were de-motivated did so because most teachers were not teaching their lessons.

In order to find out if teaching is professionally organised and conducted to enhance student attainment, students were asked if they were finding any subject difficult and the reasons for being difficult. Tables 5.5a and 5.5b indicate the responses.

Table 5.5a: Which subject do you find most difficult?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Physical Science	15	23,4	23,8	23,8
	Mathematics	16	25,0	25,4	49,2
	English	1	1,6	1,6	50,8
	Geography	4	6,3	6,3	57,1
	History	4	6,3	6,3	63,5
	Religious Studies	5	7,8	7,9	71,4
	Biology	4	6,3	6,3	77,8
	Chichewa	3	4,7	4,8	82,5
	Social Studies	7	10,9	11,1	93,7
	Agriculture	4	6,3	6,3	100,0
	Total	63	98,4	100,0	
Missing	System	1	1,6		
Total		64	100,0		

As data in table 5.5a indicates, a quarter (25%) of the students, 23.4% and 10.9% found Mathematics, Physical Science and Social Studies respectively to be the most difficult subject. And table 5.5b below gives the reasons why the students found the subjects to be the most difficult.

Table 5.5b: Why find the subject difficult?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid teacher is fast when teaching	16	25,0	25,0	25,0
subject is lacking some learning materials	14	21,9	21,9	46,9
written work is not marked	1	1,6	1,6	48,4
teacher does not come to classes as expected	15	23,4	23,4	71,9
I am not fully involved in the lessons	5	7,8	7,8	79,7
Other	13	20,3	20,3	100,0
Total	64	100,0	100,0	

Data in table 5.5b indicates that a quarter (25%) found the subject most difficult because the teacher was fast when teaching. 23.4 % found the subject most difficult because the subject teachers did not come to classes as expected. 21.9% found the subject most difficult because the subject lacked some learning materials. And 7.8% found the subject difficult because they felt they were not fully involved in the lessons.

The data in the two tables above show that most students found Mathematics, Physical Science and Social Studies as the most difficult subjects because teachers were fast when explaining concepts, subject teachers did not come to class as expected and some learning materials were lacking.

5.2.1.2 Lack of Confidence

The Education Division Manager (EDM) for Central West Division, Mr Harris Kachale, was asked the major contributing factors to ineffective and inefficient school-based management. He indicated that some headteachers lacked confidence to closely supervise their staff and execute disciplinary measures on those who do not observe rules and regulations. Mr Kachale observed as follows:

“Some headteachers lack confidence. They underrate themselves. They do not realise that they are the highest authorities at school level and that they represent the ministry. There is laziness and laissez fair attitude among some teachers. Some headteachers do not come forward to warn them or execute a disciplinary measure. This lack of confidence to discipline staff leads to inefficiencies and ineffectiveness”.

In line with what the EDM observed, the headteacher of R Secondary School had this to reveal:

“I have a problem of beer drinking by some teachers during working hours. I have two young teachers who are fond of going to drink beer during working hours. I have counselled the teachers on several occasions to stop but to no avail. Sometimes I take disciplinary measures such as warning them”.

The headteachers also disclosed that the division took time to act on teacher indiscipline cases once reported and that this demoralised them.

Therefore, failure by some headteachers to take appropriate disciplinary action on misbehaving teachers due to lack of confidence leads to teachers continue misbehaving.

5.2.2 Factors beyond the Headteachers’ Control

Factors beyond the headteachers’ control are things that the headteachers cannot do much to get rid of them. These things are beyond the headteachers’ power. These factors are as follows.

5.2.2.1 Inadequate Number of Qualified Teachers

As one of the contributing factors to school-based management ineffectiveness and inefficiency, the EDM for Central West Division, Mr Harris Kachale, observed as follows: “We have acute shortage of qualified teachers in CDSS. For instance, 80% of teachers in CDSS are under-qualified primary school teachers hence the reason we have high failure rate in these secondary schools”.

The table below captures the staffing position of the four study schools.

Table 5.6 Staffing Position of Study Schools

Secondary School	Current Enrolment	Official Staff Establishment	Total No. of Teachers Available	No. of Qualified Teachers	No. of under-qualified Teachers	No. of unqualified Teachers
P	949	56	51	35	1	15
Q	537	28	30	23	-	7
R	531	21	15	7	8	-
S	426	21	26	18	-	8

As data in table 5.6 shows, according to the official staff establishment, P Secondary School had a short fall of 5 teachers and R Secondary School had a shortfall of 6 teachers. Q Secondary School had a surplus of 2 teachers and S Secondary School had a surplus of 5 teachers. P Secondary School had 15 unqualified teachers, Q Secondary School had 7 unqualified teachers, and S Secondary School had 8 unqualified teachers. R Secondary School, which is a CDSS, had 8 under-qualified teachers. However, some schools have more teachers for one subject and lack teachers of other subjects. The headteacher of S Secondary School had this to say:

“In this school, we have a situation whereby many teachers belong to one department. For example, we have more teachers in the Humanities Department while having huge shortages in Science. As a solution, we get teachers from one department, such as Social Studies teachers, to assist in the teaching of Mathematics. . . . Although if you go by the staff establishment of this school we have surplus teachers, the establishment was compiled before the new subjects such as Life Skills and Computer Studies were added to the curriculum.

As the information shows, all the four schools have a shortage of qualified teachers, and worse still P and R have inadequate number of teachers according to the Ministry of Education staff establishment.

5.2.2.2 Large classes

All the four headteachers mentioned large classes as one of the major contributing factors to the poor results in the Malawi School Certificate of Education (MSCE) examinations. In Malawi, the recommended class size for conventional secondary schools is 40 students (PIF 2001) and 50 for CDSS (MOE 2005e). In this vein, the headteacher of R Secondary School in particular made this observation:

“Students do not do well at MSCE because we have large classes. For example, there are 182 students in Form 2, 171 students in Form 4, and yet each Form is made up of two classes which are supposed to have an official enrolment of 50 students per class”.

Pedagogically, it is very difficult for teachers to handle such large classes.

5.2.2.3 Inadequate Teaching and Learning Materials

In all the four study schools, headteachers observed that inadequate teaching and learning materials were responsible for ineffectiveness and inefficiency. They indicated that Textbook Revolving Fund (TRF) is still at MK250 (US \$1.9) per student and yet the prices of textbooks have gone up. As a result of this, schools add very few books to their existing stocks of books every year. The headteacher of Q Secondary School had this to say:

“Shortage of Teaching and Learning materials, such as textbooks especially in Biology, Physical Science, Agriculture and Home Economics, in my school makes teaching and learning a very difficult process and this contributes to the poor performance of students in national examinations”.

At S Secondary School, the headteacher pointed out as follows: “We have inadequate textbooks. For example, in English and Chichewa four to five students share a textbook and in other subjects more students crowd for one book”. In line with this, the EDM for Central West Division had this to say: “We have inadequate infrastructure especially in CDSS where we don’t have science laboratories as a result science subjects are taught theoretically”.

As the information from the headteachers and the EDM indicate, there is shortage of teaching and learning materials in these secondary schools which make teaching and learning process ineffective.

5.2.2.4 Inadequate Finances

During the semi-structured interviews, inadequate finance was frequently mentioned by the headteachers and the Education Division Manager for Central West as one of the major contributing factors to school-based management ineffectiveness and inefficiency. First, headteachers of boarding schools, namely S and Q, complained that the boarding fees of MK3500 (US \$26.2) per student per term was by far inadequate to feed the students for the whole term. They indicated that this had resulted in early closure of schools in some terms. They also pointed out that due to poor diet, which was as a result of inadequate funds, student strikes and vandalism had occurred in the past and that they had disrupted learning. Second, the headteachers indicated that funds to pay utilities such as water and electricity were inadequate. And that this sometimes led to disconnection of water and electricity which in turn resulted in suspension of classes and studies. The EDM for Central West Division, Mr Harris Kachale, in particular observed as follows:

“We have inadequate funding to almost all educational institutions. Almost all the schools are complaining. We have some CDSS which do not even get a single tambala (cent) from the Ministry or Government, and just rely on the small development fund paid by the students”.

The information from the headteachers indicates that the boarding fees was inadequate which sometimes led to early closure of the schools. Funds to pay for water and electricity were also inadequate which sometimes led to disconnection of these services which in turn led to temporary suspension of classes and studies in the schools.

5.2.2.5 Inadequate motivation from Ministry of Education

Headteachers indicated that they did not perform to their full capacity due to inadequate motivation from the Ministry of Education. Firstly, they complained of little headteacher allowance of MK400 (US \$3) per month and indicated that some headteachers do not even receive this allowance. The headteacher of S Secondary School complained as follows:

“Headteachers need to be motivated. For example, the Government has to increase the headteachers’ allowance which is currently at MK400 (US \$3). What can one buy with MK400 (US \$3) nowadays? And we are not even getting the four hundred kwacha (three dollars)”.

Secondly, some headteachers indicated that they were not being considered for refresher courses in order to keep them abreast with current developments in their profession. They wished if the Ministry of Education sent them to Mpemba Staff Training College for refresher courses in administration. Thirdly, the headteachers observed that they had lower ranks but heading big schools, and yet there were many vacant positions of headteachers in the ministry, and that the Ministry of Education was failing to conduct promotional interviews for headteachers for five years now.

Fourthly, headteachers bemoaned lack of headteachers’ association which would enable them share problems and solutions. Fifth, headteachers were de-motivated due to difficulties they were facing to access loan facilities. The headteacher of Q Secondary School had this to say: “Headteachers should be motivated by providing them with loans such as motor vehicle advances, General Purpose Funds and Emergency Advances when they need them which used to be the case in the past”.

The above information shows that the headteachers were frustrated because they were not adequately motivated by the Ministry of Education since they were receiving little allowance, they were not being considered for refresher courses, they did not have headteachers association and it was difficult for them to access loan facilities.

5.2.2.6 Inadequate Professional Support

The EDM for Central West Division observed that inadequate professional support given to the schools is contributing to school-based management ineffectiveness and inefficiency. First, Mr Harris Kachale indicated as follows: “I have only two education advisors at the moment against an establishment of eight at my office. The officers available cannot supervise and provide advice to many teachers. They cannot form teams to inspect secondary schools”.

Secondly, the EDM observed that frequent breakdown of vehicles at the division office also retards visits to schools for professional support.

As the information shows, there are inadequate supervisory and inspection visits to secondary schools by the division office.

5.3 Impact of Management Ineffectiveness and Inefficiency

The following have been found to be the impact of school-based management ineffectiveness and inefficiency on teaching and learning in the four study schools.

5.3.1 Teacher and student misbehaviour

The headteachers indicated that it was common to observe teachers coming late for classes and some teachers drinking beer during working hours thereby leaving some classes unattended to. It was also reported that some students are fond of going out of bounds and drinking beer. Every month school disciplinary committees settle cases involving beer drinking. It was indicated that an average of four to five students are suspended every month due to beer drinking and other serious offences such as being found out of bounds and vandalism.

The headteacher of S Secondary School had this to say: “One of the challenges that I face is the problem of student discipline. Many students go out of bounds and drink beer since we have no fence around the school”. And the headteacher of R Secondary School made the following observation: “Some of the challenges that I face include; . . . Sometimes I have many teachers coming late for duties, and some teachers drink beer during working hours”.

In order to gauge the level of student misbehaviour in the four schools, heads of departments were asked how often student violence took place in their schools. Table 5.7 indicates the responses.

Table 5.7: How often do you have student violence?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Every Month	1	5,0	5,3	5,3
	Once a term	1	5,0	5,3	10,5
	Once every academic year	3	15,0	15,8	26,3
	Once every two years	1	5,0	5,3	31,6
	Never	7	35,0	36,8	68,4
	Other	6	30,0	31,6	100,0
	Total	19	95,0	100,0	
Missing	System	1	5,0		
Total		20	100,0		

As data in table 5.7 shows, slightly more than one third (35%) of the heads of departments indicated that student violence had never taken place in their schools. 15% indicated that student violence occurred once every academic year, 5% indicated every month, another 5% indicated once a term. However, a substantial number (30%) of the heads of departments indicated others; that is whenever there is poor officiating of football matches in their schools.

The data shows that student violence is rare in most of these schools and whenever it occurs it is mainly because of poor officiating of football matches.

5.3.2 Classes left unattended to

Students in the four study schools were asked if they had some of their classes unattended to by subject teachers, and how often this took place. Tables 5.8a and 5.8b indicate the responses.

Table 5.8a: Do you have classes not attended to by subject teachers?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	49	76,6	79,0	79,0
no	13	20,3	21,0	100,0
Total	62	96,9	100,0	
Missing System	2	3,1		
Total	64	100,0		

As data in table 5.8a shows, the majority (76.6%) of the students indicated that they had some of their classes unattended to by their subject teachers and about a fifth (20.3%) indicated that they were not facing this problem. However, table 5.8b below indicates how often classes were not being attended to by some subject teachers.

Table 5.8b: How often does this happen?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid once a week	18	28,1	36,0	36,0
twice a week	15	23,4	30,0	66,0
three times and more a week	12	18,8	24,0	90,0
once a month	1	1,6	2,0	92,0
other	4	6,3	8,0	100,0
Total	50	78,1	100,0	
Missing System	14	21,9		
Total	64	100,0		

Data in table 5.8b indicates that 28.1%, 23.4% and 18.8% of the students had some of their classes unattended to once a week, twice a week and, three times and more a week, respectively.

The data in these two tables show that the problem of classes not being attended to by the subject teachers is rampant in the four schools. This entails that there is a serious problem from top management to the subject teachers.

5.3.3 Low student attainment

In order to find out student attainment in the schools under study, the headteachers were asked to give the MSCE results of their schools for the past three years. Table 5.9a captures the pass rates of the four secondary schools at MSCE for the past three years.

Table 5.9a: MSCE Pass Rates (%)

School	2006	2005	2004
P Secondary School	56	66	48
Q Secondary School	19.4	59.2	58.9
R Secondary School	19	49.6	42.4
S Secondary School	54	56.5	69.2

As table 5.9a shows, the pass rates for the four secondary schools at MSCE have been declining in the past three years with very poor results in Q and R secondary schools in 2006 each with 19.4% and 19% respectively. The national average pass rates at MSCE for the past three years are 38.6%, 43.3% and 41% in 2006, 2005 and 2004 respectively(MOE 2006). The average national pass rate for the past three years is 40.9% which shows that student attainment is generally low at MSCE. The average pass rates at MSCE for P, Q, R and S Secondary Schools for the past three years are 56.6%, 60%, 45.8% and 37% respectively. R Secondary School's average pass rate for the past three years is below the national average, but those of P, S and Q secondary schools are above the national average. However, the average pass rate at MSCE for these four schools for the past three years is 49.8% which shows that student attainment is generally low for the four schools.

Heads of departments in the four schools under study were asked how best they described MSCE results of their schools the past three years. Table 5.9b indicates the results.

Table 5.9b: How do you rate MSCE results for your school?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Very Good	2	10,0	10,0	10,0
Good	6	30,0	30,0	40,0
Average	11	55,0	55,0	95,0
Slightly Below Average	1	5,0	5,0	100,0
Total	20	100,0	100,0	

As data in table 5.9b shows, slightly over half (55%) of the heads of departments rated the MSCE results in their schools for the past three years as being average. 30% rated them being good. 10% rated them being very good. And 5% rated them being below average. However, the data reveals that a substantial number of heads of departments consider the MSCE results for their schools for the past three years as being average.

Another question asked those who indicated that the MSCE results for their schools had not been good the main reason the results had not been good. The following table indicates the reasons.

Table 5.9c: Which is the main reason for not having good results?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid School lacking some teaching and learning materials	4	20,0	36,4	36,4
Shortage of Teachers	1	5,0	9,1	45,5
Many students are slow learners in the school	5	25,0	45,5	90,9
Other	1	5,0	9,1	100,0
Total	11	55,0	100,0	
Missing System	9	45,0		
Total	20	100,0		

As data in table 5.9c shows, a quarter (25%) of the heads of departments indicated that the results had not been good because many students are slow learners. A fifth (20%) indicated that results had not been good due to their school lacking some teaching and learning materials, and 5% indicated due to shortage of teachers.

The data shows that the majority of the heads of departments in these schools believe that the MSCE results have not been good in their schools mainly due to having many students who are slow learners and their schools lacking some teaching and learning materials.

5.3.4 Repetition

The headteachers in the study schools were asked to provide the number of students who had repeated classes in 2007 academic year. Table 5.11 below captures repetition in the study schools and the reasons for repeating.

Table 5.11 Repetition in Study Schools in 2007

Secondary school	Form	Repeaters	Reasons for repeating
P	4	48	To improve grades
Q	1	2	Pregnancy
	2	20	To improve grades
	3	2	Pregnancy
	4	10	To improve grades
R	2	30	To improve grades
	4	20	To improve grades
S	2	2	Lack of school fees
Total		134	

As table 5.11 shows, a total of 134 students were repeating in the four schools. Out of these, the majority of the students (128) were repeating to improve their results. 4 students were repeating due to teenage pregnancy, and 2 were repeating because they had no school fees in the previous year. The data shows that the majority of students repeated in the four secondary schools in order to improve their results.

The age of the students who participated in the study was also obtained in order to check if repetition had an effect on the age of students who were in these four schools. Table 5.12 shows the results.

Table 5.12: Age of Students who participated in the study

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 11,00	1	1,6	1,6	1,6
12,00	1	1,6	1,6	3,1
13,00	2	3,1	3,1	6,3
14,00	9	14,1	14,1	20,3
15,00	12	18,8	18,8	39,1
16,00	10	15,6	15,6	54,7
17,00	11	17,2	17,2	71,9
18,00	11	17,2	17,2	89,1
19,00	1	1,6	1,6	90,6
20,00	4	6,3	6,3	96,9
23,00	1	1,6	1,6	98,4
25,00	1	1,6	1,6	100,0
Total	64	100,0	100,0	

As data in table 5.12 shows, the age range of children in the four schools was very wide, 14 years. The youngest student was 11 years old and the oldest was 25 years old. Most of the students were 15 years old, and the average age was 16 years. There were 29 students aged 17 years and above. This shows that there were many older students in the secondary schools who at that age should have completed their secondary school studies.

5.3.5 Student drop-out

As one way of checking management ineffectiveness and inefficiency, the headteachers of the study schools were interviewed on the number of drop-outs in their schools and reasons for dropping out of the school. Table 5.13 captures information on drop-outs in the schools.

Table 5.13: Number of drop-outs in study schools in 2007

Secondary School	No. of Drop-outs	Reasons for dropping out
P	22	<ul style="list-style-type: none"> • 16 early marriages and teenage pregnancy • 6 lack of school fees
Q	15	<ul style="list-style-type: none"> • 12 lack of school fees • 3 sickness
R	6	<ul style="list-style-type: none"> • 5 early marriages and teenage pregnancies • 1 lack of school fees
S	None	<ul style="list-style-type: none"> • Needy students are on bursary
Total	43	

As data in table 5.13 indicates, a total of 43 students dropped out of school by second term of 2007 in the four schools of study. Out of this number, the majority (21 students) dropped out due to teenage pregnancy and early marriages, 19 due to lack of school fees and 3 due to sickness. The data shows that most students dropped out in these four schools not because of finding schooling difficult but due to mainly teenage pregnancy and early marriages seconded by lack of school fees.

5.3.6 Increased student transfers

In order to check on the impact of management ineffectiveness and inefficiency, the number of students that had transferred in and out of the schools and the reasons for doing so were obtained from the headteachers. Table 5.14 provides information on student transfers in the four schools and the reasons for transferring.

Table 5.14: Student Transfers and Reasons by Second Term 2007

Secondary School	No. of Students Transferred in	Reasons	No. of Students Transferred out	Reasons
P	144	<ul style="list-style-type: none"> • Mostly coming from CDSS • Following guardians 	17	<ul style="list-style-type: none"> • Going to better schools • Following guardians • Long distance to school
Q	56	<ul style="list-style-type: none"> • Coming from CDSS & District Day Secondary schools 	45	<ul style="list-style-type: none"> • Poor performance of the school in examinations • Poor accommodation • Poor security in the boarding area
R	40	<ul style="list-style-type: none"> • Mostly Coming from other CDSS • Following guardians 	58	<ul style="list-style-type: none"> • Gone to better schools • Followed guardians
S	22	<ul style="list-style-type: none"> • Mostly coming from CDSS • Following guardians 	3	<ul style="list-style-type: none"> • Gone to better schools
Total	262		123	

As data in table 5.14 shows, a total of 262 students had transferred into and 123 students had transferred out of the four schools by second term, 2007. The students who transferred into the four schools did so because they came mostly from lower status schools, CDSS and District Day Secondary Schools, and were looking for

better schools. However, all the four headteachers complained that most of the students who transferred into their schools were “slow learners”. The students who transferred out of these four schools were mostly going to better schools, either boarding or day secondary schools with better MSCE results. The data shows that the majority of the students transferred in order to go to better schools, in terms of performance of the school and facilities that the school had.

5.4 Strategies Used to Redress Ineffectiveness and Inefficiency

The strategies used to redress ineffectiveness and inefficiency have been grouped into strategies employed by school-based management and strategies used by the Ministry of Education. The strategies are as follows.

5.4.1 Strategies Employed by School-based Management

Strategies employed by school-based management refer to the ways, methods or activities used by the schools to deal with or redress ineffectiveness and inefficiency or their impact. These are as presented below.

5.4.1.1 Staff Motivation

School managers in all the four secondary schools of study indicated that they motivated staff in order to improve effectiveness and efficiency in their schools. They motivated by giving rewards, delegating tasks, praising, organising staff development activities and communicating. The headteacher of P Secondary School had this to report:

“I motivate staff in different ways. First, I do this by organising staff development activities. For example, recently we organised a workshop away from the school, at Monkey Bay, for two days. The Language Department discussed note-making, composition marking and item writing. The Science Department had a variety of topics discussed such as how to mark an essay in Biology. The Humanities Department discussed how to formulate an examination paper among other things. Secondly, I give rewards to subject teachers whose students perform well at MSCE. For example, those teachers who had many distinctions in their subjects in the 2006 MSCE were given MK1000 (US \$7.5) each. We looked at the quality and quantity of 2006 MSCE results as criteria to award this reward to teachers. Last year we also organised school development plan workshop in Salima. We looked at successes of the school and the challenges we faced as a school so that we could improve”.

However, it was only one headteacher who indicated that he motivated staff using a variety of ways such as through delegation, communication, praising, assisting the teachers with their social problems and encouraging teachers to work as a team. The rest of the headteachers indicated that they motivated their teachers through INSETs and monetary rewards. As the above information indicates, most of the school managers used limited ways to motivate their staff.

5.4.1.2 Supervision

In order to check how heads of departments supervise teaching and learning, they were asked how best they ensured teaching and learning took place as planned in their departments. Table 5.15a indicates the responses.

Table 5.15a: How best do you ensure teaching is done as planned?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	I go around the classes to check	3	15,0	16,7	16,7
	I check work in pupils' exercise books	3	15,0	16,7	33,3
	I check records of work fortnightly	12	60,0	66,7	100,0
	Total	18	90,0	100,0	
Missing	System	2	10,0		
Total		20	100,0		

As data in table 5.15a shows, the majority (60%) of the heads of departments best ensured that teaching is carried out as scheduled by checking records of work of their teachers every two weeks. 15% best did that by going around the classes to check physically, and another 15% did that by checking work in pupils' exercise books.

As the data shows, the majority of the heads of departments ensured that teaching and learning took place as planned in their departments by checking records of work every two weeks. However, a question was asked to students if they had period registers in their classes which are used by teachers to indicate once they have taught a particular lesson. Table 5.15b indicates the responses.

Table 5.15b: Do you have class period register?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	48	75,0	75,0	75,0
no	16	25,0	25,0	100,0
Total	64	100,0	100,0	

As data in table 5.15b shows, the vast majority (75%) of the students admitted that they had period registers in their classrooms, and a quarter of the students (25%) indicated that they did not have period registers placed in their classrooms. However, those students who indicated that they have period registers in their classrooms were asked if teachers signed in the registers after teaching to show that they had taught the lesson. Table 5.15c indicates the responses.

Table 5.15c: Do teachers indicate in the register once they have taught?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	39	60,9	81,3	81,3
no	9	14,1	18,8	100,0
Total	48	75,0	100,0	
Missing System	16	25,0		
Total	64	100,0		

As data in table 5.15c shows, the majority of the students (60.9%) indicated that teachers were showing in the period registers after teaching the lessons, while few students (14.1%) indicated that teachers never bothered to show in the register if they had taught the lessons. Since the majority of the students showed that teachers indicated in the period registers after teaching, this implies that in most classes the system of checking teacher abscondment of lessons might have been in place.

In order to check if students took responsibility to ensure that teaching and learning was taking place in their classes, they were asked what they were doing once their subject teacher was absent for classes. Table 5.15d indicates the responses.

Table 5.15d: What happens when the subject teacher is absent for class?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid class monitor goes to find out in staffroom	41	64,1	64,1	64,1
class monitor reports to the head teacher	4	6,3	6,3	70,3
class monitor asks the students to copy notes	4	6,3	6,3	76,6
the class makes noise	9	14,1	14,1	90,6
Other	6	9,4	9,4	100,0
Total	64	100,0	100,0	

As data in table 5.15d shows, the majority (64.1%) of the students had their class monitor going to the staffroom to find out about the whereabouts of the teacher. 14.1% of the students had their class just making a lot of noise. 6.3% had their class monitor asking them to copy notes and another 6.3% of the students had their class monitor report to the headteacher.

Since the majority of the students indicated that they had their class monitor going to the staffroom to check the whereabouts of the teacher, this shows that in most classes students had been trained to take responsibility for their own learning.

5.4.1.3 Organising professional development activities

In order to redress problems which come as a result of management ineffectiveness and inefficiency, three headteachers interviewed indicated that they organised school professional development activities to enable teachers and senior school staff to

obtain new knowledge and skills to improve their performance. At P Secondary School, it was reported that the school had organised subject-based and school evaluation workshops in the past two terms. At Q Secondary School, the school had organised team teaching and peer observation in the second term in order to improve teaching skills. At S Secondary School, a Mathematics cluster-based workshop and a school-based Computer seminar were organised in the second term. However, at R Secondary School the headteacher did not mention of any professional development activities taking place. The above information confirms that few professional development activities were being organised in the schools.

5.4.1.4 Corrective Measures

In order to redress the problems of teacher and student misbehaviour, such as late coming by teachers and students, beer drinking by both some members of staff and students and class abscondment, headteachers indicated that they applied corrective measures such as disciplining staff and students with the hope to stop them misbehaving. Once teachers misbehaved such as they came late or were found drunk during working hours, they were called by management and asked to write a report. Then they were either counselled or warned depending on the nature of the offence.

On the other hand, students were asked to write a report on the allegations and were either given a light punishment or suspended from school once they were found to be habitual offenders of serious offences. As the headteacher of Q secondary school had to say;

“Once a student has been found misbehaving, such as being out of bounds or is found drunk, s/he is immediately reported to any teacher who is on duty through the prefects. The teacher on duty reports the case to the headteacher. The headteacher then informs the chairperson of the disciplinary committee who is usually the deputy head of the school. The deputy head then asks the student to write a report on the incidence or allegation. This is usually done in order to allow the student exercise the right to be heard. Then the deputy head later convenes a disciplinary committee that cross examines the culprit and the witnesses. Once it is proven that the student has committed an offence, recommendations to rusticate, suspend or expel the student are written to the headteacher who in turn makes a final decision before reporting the case to the division office.

The information obtained shows that most managers took corrective measures. However, how effective such measures were to curb indiscipline in the schools was not clear.

5.4.1.5 Documents as Points of Reference

In order to ascertain if actions taken by the headteachers were legitimate, they were asked to name the documents they used as points of reference when managing their schools.

The responses were varied. The headteacher of P Secondary School indicated that she used: staff returns, class attendance registers, period attendance registers, punishment books, Log Book, Time Book, *Malawi Public Service Regulations (MPSR)*, and *Teaching Service Regulations (TSR)*. The headteacher of Q Secondary School indicated that he used: *MPSR*, *The Handbook for Secondary School Administration*, *MOE Policy Guidelines on Discipline in Secondary Schools*, *TSR*, *The Constitution of the Republic of Malawi*, *Training Manual on Democracy, Good Governance & Administrative Justice*, and *SEP Modules on Management*. Whereas the headteacher of R Secondary School indicated that he used: *MOE Policy Guidelines on Discipline in Secondary Schools*, *Internal School Regulations*, *TSR*, *The Handbook for Secondary School Administration*, *SEP Modules on Management*, and *Democracy, Good Governance & Administrative Justice Modules*. And the headteacher of S Secondary School reported that she used: *The Handbook for Secondary School Administration*, *MPSR*, *MOE Policy Guidelines on Discipline in Secondary Schools*, and *SEP Modules on Management*.

The data shows that most headteachers used *The Handbook for Secondary Administration* and *Ministry of Education Policy Guidelines on Discipline in Secondary Schools* as their references when managing their schools.

5.4.2 Strategies Employed by Ministry of Education

Strategies employed by the Ministry of Education refers to the activities, ways and methods that the Ministry of Education Headquarters and the Division Office used to

redress ineffectiveness and inefficiencies, or the efforts that the two offices applied to improve the situations in the schools. These are as follows.

5.4.2.1 Organising Divisional Professional Development Activities

Central West Education Division organised Divisional In-service Education Training (INSETs) and management meetings to strengthen the capacity of headteachers to manage secondary schools effectively. The Education Division Manager for Central West Division, Mr Harris Kachale, when asked how he ensured that secondary schools under his jurisdiction were managed effectively and efficiently, had this to say:

“First, I aim at strengthening the capacity of headteachers through in-service education and training. For example, this year new headteachers were taken for orientation course and we covered with them issues such as financial management, general school administration and staff motivation. Second, we convene divisional management meetings for headteachers of secondary schools in which we discuss professional issues. So far, we have been having one management meeting per term. We listen to the problems headteachers face in their schools and then we discuss the problems such as student discipline, teacher discipline and revenue collection. Through these meetings, we encourage headteachers to motivate their staff, to delegate and above all to be accountable and transparent to make their schools run well. Through these, of late we haven` t had problems of students breaking schools”.

By organising headteachers` management meetings every month and discussing issues like teacher and student discipline, the division manager had been taking the right steps to improve the headteachers` effectiveness.

5.4.2.2 Programmes to address training needs of Headteachers

A question was asked to the Training Manager in DTED as what the Ministry of Education was doing to address training needs of secondary school managers in the country. The Training Manager in the Department of Teacher Education and Development (DTED), Mr Alfred Kamoto had this to say:

“We have two major programmes currently in place to address the training needs of secondary school managers. First, we have School Management Improvement Programme (SMIP) funded by the African Development Bank (ADB). This programme began in 2004 and is for Community Day Secondary Schools (CDSS). The first phase of the programme, Education Project 4 (EDU 4), was earmarked to train 300 headteachers and deputies. Now we have Education Project 5 (EDU 5) which will start in August, 2007 and will target 300 senior school staff. The aim of the programme is to strengthen management skills of school managers (in CDSS) in relation to school improvement - improvement in

learners' attainment and professionalism of senior school staff. Second, there is a programme for conventional secondary schools under Education Sector Support Programme (ESSUP) funded by the World Bank. This programme is a continuation of where SEP stopped and will start late this month (July, 2007) and will target headteachers of conventional secondary schools who have not been trained before. This will later be extended to Teachers Training Colleges (TTCs) under ESSUP 5. The target is to train three senior school staff from each institution in 15 cohorts. In July, 2007, first cohort of 60 school level managers will go for training. We shall be having one cohort every month for the next few months to come".

The headteachers of the schools under study were asked if they and their senior staff had attended school leadership training programmes organised by the Ministry of Education in the past seven years. The headteachers of P, S and R Secondary Schools indicated that they had attended SEP School-based Management training. And the headteacher of Q Secondary School attended SMIP. In all the four schools, six senior school staff had attended SEP training and five senior school staff had attended SMIP. Only nine senior school staff had not yet attended any school management improvement programme organised by the ministry. All the four headteachers indicated that the training was beneficial since they had gained school improvement, financial management, gender, HIV/AIDS and Guidance and Counselling knowledge.

However, the Training Manager was asked which aspects needed to be improved in the training programmes to make them more effective. Mr Alfred Kamoto observed as follows:

"We need immediately to improve on the follow-up to the schools to monitor if the knowledge and skills gained are really put into practice. We have not done this though we have graduated several cohorts now. Since 2003 when the Ministry of Education (EMAS section) made a follow-up on SEP training, no other monitoring and evaluation has been done. However, currently DTED has appointed an officer who will be responsible to organise such activities".

As such, the Ministry of Education was running two programmes to improve the knowledge and skills of the secondary school managers, however it had to improve on monitoring the impact of these training programmes in the schools.

5.4.2.3 Inspection and supervision

The EDM for Central West Division was asked what he was doing to ensure teaching and learning took place as scheduled in secondary schools under his jurisdiction. Mr Harris Kachale, had this to say:

“Through Education Methods Advisors and Inspectors, we conduct supervision and inspection visits to the schools respectively. These help us to check if teaching and learning is taking place as scheduled. They also provide advice to teachers on curriculum, teaching methods, content and management. We use the results of supervision and inspection which are contained in the reports for decision making. Depending on the strengths and weaknesses reported on the schools, we take action. We can change headteachers, promote teachers (horizontally), also have records of the subjects which are taught well in the schools. This gives us information also on which teachers should be sent where to strengthen staffing of certain schools. We are in a position to get information on how good or bad schools are stocked with resources so that once we get materials we should know where to distribute them”.

However, currently I have inadequate number of Education Advisors and Inspectors to effectively carry out supervision and inspection in secondary schools respectively. At present, there are only two officers against an establishment of eight officers. Some officers have retired and some posted away but without any replacement”.

As the data shows, there is inadequate professional support to the secondary schools from the division office due to shortage of personnel at the division office.

5.5 Summary

The contributing factors to school-based management ineffectiveness and inefficiency in the four schools are inadequate managerial knowledge and skills, lack of confidence by some school managers, inadequate number of qualified teachers, large classes and inadequate resources. Management ineffectiveness and inefficiency has led to: many classes not being attended to by teachers, increasing teacher and student misbehaviour, low student attainment, student repetition, and increased student transfers. The school managers had tried to redress the problems through supervision, staff motivation and organising staff development activities. The school-based managers had been putting period registers in the classrooms and trained the class monitors to follow up on teachers once they have not turned up for classes. The Ministry has been organising management meetings and School Management Improvement Programmes. The next chapter discusses the results of the study.

CHAPTER 6: DISCUSSION OF RESULTS

6.1 Introduction

This chapter discusses the results of the study as presented in the foregoing chapter. First, it discusses the findings on the contributing factors to school-based management ineffectiveness and inefficiency. Secondly, it discusses the findings on the impact of management ineffectiveness and inefficiency on teaching and learning. Thirdly, it proceeds to discuss the findings on the strategies used to redress the problems of management ineffectiveness and inefficiency. It should be pointed out however that when discussing the findings, constantly reference will be made to the specific assumptions in section 1.3.2. Finally, the chapter winds up by discussing how in general the situation can be improved in the schools.

6.2 Contributing Factors to School-based Management Ineffectiveness and Inefficiency

As already indicated in the previous chapter, contributing factors to school-based management ineffectiveness and inefficiency have been grouped into two; factors within the headteachers' control and factors beyond the headteachers' control. These are discussed as follows.

6.2.1 Factors within the Headteachers' Control

As already defined in the previous chapter, factors within the headteachers' control are things that the headteacher can do something to get rid of. These have been found to be inadequate managerial knowledge and skills, and lack of confidence.

6.2.1.1 Inadequate Managerial Knowledge and Skills

As data in table 5.1 indicates, half (50%) of the senior school staff organised professional development activities once a term, a fifth (20%) of them once a month and another fifth (20%) of the senior school staff had never organised professional development activities in their departments. This shows that contrary to the assumption in section 1.3.2, professional development activities are rarely organised

and worse still in some cases not organised at all. One of the functions of the heads of departments at school is to facilitate professional development activities such as joint planning, peer observation, subject workshops, mentoring, departmental meetings, team teaching and supervision, to mention a few, in order to improve the competence of their teachers. Conducting professional development activities at school level improves teaching knowledge and skills and hence this is very fundamental to raising student attainment.

A question was also asked to senior school staff if efforts were made to facilitate teachers in their departments to share good practice. By “good practice”, well experienced teachers or the most competent teachers in various subject areas are encouraged to share their knowledge and skills with others in the department. Also new teachers with the latest innovations from colleges are also encouraged to share these innovations with the old teachers. This is done to improve the teaching skills of the rest of the teachers in the department with the aim to improve the attainment of the students. As table 5.2 shows, slightly more than half (55%) of the heads of departments indicated that in the past two terms they had not taken deliberate steps for their teachers to share good practice. This handicap is a hindrance to the acquisition of new knowledge and skills by teachers. Once teachers in a school set up are not encouraged to share good practice, a school becomes a “closed system”. By “closed system”, knowledge and skills gained outside the school, and knowledge and skills possessed by teachers within the school do not flow freely in the school system in order to make the teaching and learning process more effective.

According to the Ministry of Education, staff meetings are supposed to be held at least thrice a term (MOE 2006b); at the beginning of the term, to plan for the term; mid way during the term, to check the progress of the term among other things; and at the end of the term, to evaluate the term. As table 5.3a shows, the majority (60%) of the heads of departments in the four schools of study indicated that staff meetings were not held every month whereas only about a third (30%) indicated that staff meetings were held every month.

A school term in Malawi has an average of three months. By indicating that staff meetings should be held thrice a term, the Ministry of Education expects at least one

staff meeting in a month. By holding staff meetings seldom in most of these schools, members of staff were not adequately given a chance to participate in decision-making at school level, be communicated what they ought to know, be informed why certain decisions took place in the school and be allowed opportunity to ask questions on certain issues. Experts in management have shown that members of staff feel valued when they participate in the process of decision making on matters that concern their work (Commonwealth 1993). Once they are involved in decision making by participating in staff meetings, they become co-operative and work hard.

Organising teaching and learning to enhance students' understanding of concepts being taught is one of the pillars of effective school managers. However, as the study (table 5.5a) reveals, a quarter (25%), 23.4% and 10.9% of the students found Mathematics, Physical Science and Social Studies respectively as the most difficult subject. The reasons for this included some teachers were fast when teaching, some subject teachers did not come for lessons as expected, some subjects lacked teaching and learning materials, and because some students were not fully involved in the lessons (table 5.5b).

If many students found the subjects difficult because teachers' pace of teaching was fast and the students were not fully involved in the lessons, these show that teaching approaches employed in these schools have pedagogical deficiencies. This means that these students found it difficult to grasp the concepts being taught by the teachers. There is need for heads of departments to supervise the lessons in their department so that such pedagogical inadequacies can be identified and corrected. They can be corrected by sharing good practice at departmental and school levels.

Many students also indicated that they found the subjects difficult because the teachers were not coming for classes as expected (table 5.5b). This clearly indicates that there is inadequate teacher supervision in these four schools which is responsible for teacher abscondment of classes. There is need for heads of departments to closely supervise their teachers so that teaching and learning take place as timetabled. Moreover, some students also found the subjects difficult because of lack of teaching and learning materials. There is need for school-based management to encourage teachers to improvise materials that are lacking. As MOE (2005c: 25) indicates,

“improvisation is the ability to make something using materials from the immediate environment”. In other words, doing what in Malawi has come to be popularly known as ‘Teaching and Learning Using Locally Available Resources’ (TALULAR).

Therefore, by rarely organising professional development activities at departmental level; by not creating opportunities for staff at departmental level to share good practice; the school management by seldom or not at all conducting staff meetings; and by having subject teachers not coming for classes as expected and using inappropriate teaching methods; these indicate that the headteachers and senior school staff do not possess adequate managerial knowledge and skills.

This concurs with the assumption made in section 1.3.2 that one of the contributing factors to school-based management ineffectiveness and inefficiency in secondary schools is that most school-based managers have inadequate managerial knowledge and skills. It is through staff meetings, professional development activities and sharing of good practice that teachers exchange ideas, gain new knowledge and skills, and get motivated to do their work effectively. And it is through close supervision of teachers that most lessons can be taught as timetabled. Commonwealth (1993) indicates that effective managers are the ones who plan their work, organise their activities, give direction of activities, closely supervise their staff, and evaluate implementation of activities.

6.2.1.2 Lack of Confidence

Having confidence when discharging one’s duties, is one of the qualities of effective school managers. However, this study (section 5.2.1.2) has found that lack of confidence is responsible for some school managers not taking appropriate action on misbehaving teachers. For example, according to both the *Malawi Public Service Regulations (MPSR)* (1991) and the *Government Teaching Service Regulations (TSR)* (2001), habitual drinking of beer during working hours by an officer is a serious act of misconduct which warrants dismissal from service. By just warning teachers, this is a sign of negligence and lack of confidence on part of the school managers and contributes to increase in teacher misbehaviour.

Headteachers in the Malawian secondary school system do not have direct powers to interdict, suspend and dismiss the teachers who misbehave but can warn and recommend to the Education Division Manager for the above actions. The powers to interdict and suspend teachers rest with the division manager, and the powers to dismiss teachers are with the Ministry of Education Headquarters. Teacher discipline cases go through a lot of bureaucracy and sometimes months or even years pass before an action is executed on the teacher who has misbehaved. This is the reason why some school managers are reluctant to report or recommend for disciplinary action on misbehaving teachers to the division office.

Brown and Conrad (2007), as indicated in Chapter 2, conducted a study on *School Leadership in Trinidad and Tobago: The Challenge of Context*. Their findings were similar to the Malawian situation; the principals' (headteachers') lack of authority and overarching bureaucracy contributed to increase in teacher misbehaviour. Principals, as school leaders, were powerless to discipline even the most recalcitrant teachers because of bureaucracy. Brown and Conrad (2007: 186) noted that "the centralized nature of authority within the Ministry of Education not only limited the authority of principals but also restricted the decision-making capacity and actions of administrators working in the division office".

Therefore, the finding that lack of confidence by some headteachers to discipline their members of staff is responsible for ineffectiveness and inefficiency in secondary schools is one of the important findings of this study since none of the assumptions in section 1.3.2 gave a clue to this. Nevertheless, there is need for the headteachers to trust the power and authority bestowed on them by the Ministry of Education to execute disciplinary measures on teachers who misbehave, such as seriously warning them and recommending for immediate interdiction or dismissal depending on the nature of the offence. This can help reduce incidences of teacher indiscipline.

6.2.2 Factors beyond the Headteachers' Control

As already explained in the previous chapter, factors beyond the headteachers' control refer to things which there is very little that the headteachers can do to avoid or get rid of them. These have been found to be; inadequate number of teachers, large classes,

inadequate finance, inadequate teaching and learning materials, inadequate incentives from the Ministry of Education and inadequate professional support. However, it should be noted that some of these factors are so related that when discussing them below they have been combined.

6.2.2.1 Inadequate Number of Teachers

Adequate and well qualified teachers are very fundamental in enhancing high quality learning in schools. However, the study results (table 5.6) indicate that two of the study schools were understaffed, three of the schools had a substantial number of unqualified teachers and one of the study schools had a larger proportion of under-qualified teachers. This concurs well with the assumption (section 1.3.2) that one of the contributing factors to school-based management ineffectiveness and inefficiency is that some secondary schools have inadequate resources such as inadequate number of qualified teachers.

The problem of shortage of teachers in the four schools was compounded by additional subjects in the secondary school curriculum. When the current staff establishment was being compiled in 2000, the new subjects which have been added in the secondary curriculum, namely Life Skills, Social Studies, Computer Studies, and Religious and Moral Education, were not taken into consideration. As such, the number of teachers shown in the staff establishment for secondary schools is smaller than the actual number of teachers that are required if teaching and learning has to be effective.

Having inadequate number of teachers at school, it can be argued, makes some subjects not to be taught, adequate work not to be given to students, and teachers not to use interactive methods of teaching and learning because they have heavy teaching loads. Whereas having a substantial number of unqualified teachers entails use of inappropriate teaching methods being common in the schools. Therefore, there is need for the Ministry of Education to liaise with the Universities to organise courses for unqualified teachers so that they can obtain University Certificate in Education (UCE). There is also need for the Domasi College of Teachers to increase the intake for secondary school teacher programmes and there is also need for the universities to

increase the intake of students to education courses so that more qualified teachers should be available for recruitment by the Ministry of Education.

6.2.2.2 Large classes, Inadequate Finance, and Inadequate Teaching and Learning Materials

In many parts of the developing world, over-enrolment in schools is responsible for large classes. As data in table 5.6 shows, except for P Secondary School where there was under enrolment, the other three schools had over-enrolled and yet the number of teachers in these schools was inadequate. As already indicated, in Malawi the Ministry of Education has put the size of a secondary school class at 40 students per class in conventional secondary schools (PIF 2001) and 50 students per class in CDSS (MOE 2005e).

The Ministry of Education, despite the in-availability of space in secondary schools, has continued to admit students in these schools. Secondary school places in Malawi are currently on high demand due to the enrolment ripple caused by the introduction of free primary education in 1994. Primary school enrolment increased from 1.9 million (1993/1994) to 2.9 million (1994/1995) (MPRSP 2002 & PIF 2001). This increase in primary school enrolment is now having repercussions on the availability of space in secondary schools. In all the four schools of study there are large classes. For example, R Secondary School had 182 students in Form 2, and each Form 2 class had 91 students. With such large classes, it is difficult to give written exercises to the class and let alone to complete marking exercises on time. It is also difficult to use participatory teaching and learning methods such as group discussions and allowing individual students to carry out science experiments in laboratories.

The problem of over enrolment in these secondary schools has been compounded by the fact that school fees have not been raised since 2002 despite the increase in commodity prices. The boarding fees has been MK3500 (US \$26.2) and the Textbook Revolving Fund (TRF) has remained MK250 (US \$1.9) for sometime now. Fees have not been raised for sometime now because the issue of raising school fees in Malawi is a very volatile and delicate one politically. Raising school fees may bring a ruling party tumbling during elections.

The results of not raising school fees have been two fold. Firstly, the number of textbooks in secondary schools has remained inadequate since TRF cannot buy adequate number of books nowadays. For example, as it has been already indicated, four to five students share a textbook in English and Chichewa at S secondary school. Secondly, there is a tendency for the boarding schools to run short of funds toward the end of the school terms which lead to early closure of the schools. This adversely affects the coverage of the syllabi.

In addition to that, funding from Treasury for the payment of utility bills, that is water and electricity, had not been generous as already indicated. For example, this had led to suspension of classes at Q and S secondary schools when water and electricity had been disconnected. The suspension of classes had affected teaching and learning in the sense that it had been difficult to replace the time wasted.

All this concurs with the assumption (in section 1.3.2) that inadequate finance, and inadequate teaching and learning materials adversely affect the competence of school-based managers when discharging their duties. Therefore, there is need for the Ministry of Education to consider raising the TRF and boarding fees so that adequate textbooks and adequate food for the whole term respectively can be procured. The Ministry of Finance also should consider increasing the funding to secondary schools to avoid the disconnection of water and electricity in the schools.

6.2.2.3 Inadequate Incentives from Ministry of Education

Effectiveness and efficiency improves when employees are adequately motivated. However, this study (section 5.2.2.5) has found out that some of the ineffectiveness and inefficiencies occurred in the four schools of study because the headteachers were not adequately motivated by the Ministry of Education and as a result this made them sometimes perform at their zenith.

As already indicated, the headteachers complained that they were receiving little headteacher allowance of MK400 (US \$ 3) a month; that they were not being sent for refresher courses at Mpemba Staff Training College; that they did not have an association; and that they were facing difficulties to access motor vehicle loans, General Purpose Advances and even Emergence Advances.

However, on the refresher course at Mpemba Staff Training College, the Ministry stopped sending headteachers there since, as it has been indicated in chapter 2, the college is a general staff training college for civil servants. By organising education management tailor-made courses at MIE, the Ministry took that as an improvement since courses at Mpemba did not emphasize on issues of pedagogical leadership. On the issue of headteachers' association, the Constitution of the Republic of Malawi (2004) Section 32 stipulates that; "Every one shall have the right to freedom of association". In other words, no one can be barred from forming or joining an association and no one can be forced to join an association. If a headteachers' association can be beneficial in improving headteachers' knowledge, skills and well being, it is just a matter of secondary school headteachers coming together and forming the association the way it was done in 2000 under DANIDA.

On the issues of headteacher allowance and having access to loans, there is need for the Ministry of Education to seriously look into this in order to motivate the headteachers. This concurs with the assumption in section 1.3.2. Nevertheless, more on motivating headteachers will be discussed later.

6.2.2.4 Inadequate Professional Support

Professional support from the Ministry of Education, in form of supervision and inspection visits to schools, enhance school improvement in Malawi. However, as the study findings show in section 5.2.2.5, there was inadequate professional support to the study schools. This had contributed to school-based management ineffectiveness and inefficiency.

Inspectors and methods advisors from the division office are expected to visit schools to offer professional support for school improvement. Education Methods Advisors conduct supervision visits to schools where they observe lessons and discuss the lessons with teachers in order to improve their teaching skills, among other things. Whereas inspectors visit schools to examine and evaluate them as places of teaching and learning so that recommendations can be made for their improvement (MOE & C 1981). With the new inspection system, school-based managers together with their

members of staff draw action plans on weak areas identified during the inspection in order to improve teaching and learning in the school.

However, with only two officers out of eight officers responsible for secondary schools at Central West Education Division office at present, this entails that inadequate supervision and inspections are conducted to schools contrary to the assumption in section 1.3.2. As such, schools and headteachers in particular are not being given adequate support. There is need for the Ministry of Education to immediately promote other officers to occupy these vacant positions so that adequate professional support should be given to the secondary schools in Central West Division. Nevertheless, in the meantime the division can improve professional support to the schools by asking for additional staff from either neighbouring divisions or Ministry of Education head office to assist.

6.3 Impact on Teaching and Learning

As already seen in Chapter 5, the study has found that school-based management ineffectiveness and inefficiency have a number of repercussions on teaching and learning in the study schools. They have led to; rampant teacher and student misbehaviour, many classes not being attended to by subject teachers, low student attainment, repetition, student drop-out and increased student transfers. These repercussions have been discussed as follows.

6.3.1 Teacher and Student Misbehaviour

As indicated in section 5.3.1, teacher and students misbehaviour do occur in the four study schools. Teacher misbehaviour reported included: teachers not attending to their classes, laissez fair attitude to work, and some teachers drinking beer during working hours. Student misbehaviour was found to be in varied form but included; beer drinking, violence and being found out of bounds. These findings concur with the assumption in section 1.3.2.

As it has already been indicated in the previous chapter, teacher misbehaviour might be on an increase due to the bureaucracy involved before an action can be taken on a teacher who has misbehaved. Student misbehaviour, such as being found drunk,

breaking school property and teasing, has two dimensional repercussions. First, once students are suspended, for example for four to six weeks, they miss classes the period they are in their homes. Second, student violence has led to disruption of classes since schools are temporarily closed. In the Malawian education system, school managers are expected to inculcate good morals to both members of staff and students (MOE 2006b).

6.3.2 Classes unattended to

As table 5.8a shows, the majority (76.6%) of the students indicated that they had some of their classes not being attended to by the subject teachers every week, whereas a fifth (20%) indicated that they did not experience this problem. This concurs with the assumption made in section 1.3.2. This shows that teacher abscondment for classes is a serious problem in these four schools. This also implies that there is inadequate staff supervision which results in many classes not being attended to by the teachers. For example if three classes are not being taught every week in a particular class, this translates to 12 lessons not being taught in a month. Subsequently, many topics in the syllabi might not be covered.

The magnitude of this problem indicates that not all is well with school management right from the class teachers to top management. There is need for the school management to put several things in place to redress the situation. First, there should be close supervision of staff by physically checking the presence of teachers in the classes; supervision by walking around. Secondly, there is need for heads of department to supervise lessons of their teachers. Thirdly, period registers should be placed in all the classrooms and it should be emphasized for the teachers to sign in the registers once they have taught the lessons. Fourthly, disciplinary actions should be recommended on the teachers who do not comply and recommendations to the division office be closely followed up.

6.3.3 Low student attainment

Student attainment in the four schools of study was found generally to be average once the results were compared with national averages as table 5.9a shows.

The national average pass rates at MSCE for the past three years are 38.6%, 43.3% and 41% in 2006, 2005 and 2004 respectively (MOE 2006a). The average MSCE

national pass rate for the past three years is 40.9% which shows that student attainment is generally low at national level.

The average pass rate at MSCE for P, Q, R and S Secondary Schools for the past three years is 49.8%. This reflects poor performance and concurs with the assumption in section 1.3.2. However, when senior school staff in the four schools were asked to rate their MSCE results for the past three years (refer to table 5.9c), slightly more than half (55%) indicated that the results have been average. They indicated that the results have not been good due to schools lacking teaching and learning materials, shortage of teachers, and that most students who fail are “slow learners”. By “slow learners” headteachers explained that their schools were receiving students from lower status secondary schools and the class performance of most of these students was poor.

Although this is the case, having less than 60% of students obtaining a school certificate after four years of secondary education is a sign of big inefficiency and ineffectiveness in the schools. This low performance of students at MSCE has likely come about due to having many classes which are not being attended to and having teachers using ineffective teaching and learning approaches. For example, as already said above, when students were asked why they found some subjects difficult, the majority indicated because the teachers were fast when explaining concepts and that the subject teachers did not come to class as expected. Having large numbers of students failing at MSCE, reflects four years of huge resource wastage by the government and time wastage for the students, among other things. There is need for the management of schools to closely supervise staff and effectively organise teaching and learning process in order to improve the attainment of students in their schools.

6.3.4 Repetition

Student repetition of classes was found to be a common occurrence in the four schools of study as assumed in section 1.3.2. The majority of the students (128 students out of 134) repeated in the four schools in order to improve their grades (table 5.11).

Repetition has two major repercussions. First, it is costly on part of the government to spend resources in its budget on the same students in the same classes. Second, the age at which students are expected to finish their secondary school education is

extended as data in table 5.12 shows. The primary school entry age in Malawi is 6 years of age (PIF 2001). Thirdly, those repeating compete with other students the scarce resources found in the schools.

6.3.5 Student drop-out and Increased transfers

The results of the study have shown that student drop-out and transfers are rampant in the four schools of study. A total of 43 students dropped out, and 385 students had transferred in and out of the four schools of study by second term 2007(see tables 5.13 and 5.14). Out of those students who had dropped out, 21 students had dropped out due to early marriages and teenage pregnancies, 19 students dropped out due to lack of school fees and 3 had dropped out due to sickness.

However, contrary to the assumption in chapter one, no student was reported to have dropped out due to inadequate teaching and learning. Nevertheless, effective school managers are expected to sensitise their students on the disadvantages of early marriages and teenage pregnancies (MOE 2005d). Since teenage pregnancies in Malawi are also associated with the spread of HIV/AIDS, schools are expected to be so open with students when discussing the dangers of HIV/AIDS during Life Skills lessons. This can help to reduce HIV/AIDS prevalence among school children and curb student drop out due to teenage pregnancy.

In general, as the study results have shown, more students came into the four schools compared with the ones who went out. This may entail that relatively the results in these four schools are better than the schools of their origin. Since the headteachers in the four schools complained that the students who are transferred into their schools affect the overall performance of their schools at MSCE, there is need for the division office to reduce the transfers of students into these schools. Only transfers that are crucial should be entertained by the authorities.

6.4 Strategies Used to Redress Ineffectiveness and Inefficiency

As already seen in Chapter 5, strategies used to redress ineffectiveness and inefficiency have been grouped into two. These are those used by the school-based managers and those used by the Ministry of Education.

6.4.1 Strategies Employed by School-based Management

School-based management in the four study schools have used a number of strategies to redress ineffectiveness and inefficiency. These strategies are staff motivation, supervision, use of corrective measures, conducting professional development activities and using documents to assist them handle issues competently.

6.4.1.1 Staff Motivation

In order to redress problems of ineffectiveness and inefficiency, school-based managers in the four schools of study indicated that they motivated their staff and carried out supervision of teaching and learning. However, the study results (section 5.4.1.1) show that the headteachers had limited ways of motivating their staff.

Commonwealth (1993) indicates that there are four principles of motivation that effective managers employ. These are recognition, involving staff in decision-making, communication and delegation. Recognition comes in form of praising for the good work done and offering rewards. Allowing members of staff participate in decision-making involves making members of staff be part of the various committees and take part in decision-making in the various committees. This also involves convening staff and departmental meetings, and allowing staff to take part in the decision-making process. This makes them feel that they are part and parcel of the school. By communication, members of staff get motivated if they are told what they ought to know. And also members of staff become very co-operative once they are told the reasons why certain decisions in the schools have been made. By delegation, school-based managers assign authority and responsibility to their subordinates in order to perform certain tasks. This is done in order to prepare them for more challenging positions in future or assess their potential to do certain challenging tasks in future.

As the results show in section 5.2.1.1, in these four schools staff meetings are rarely held, staff are not encouraged to share ideas and departmental meetings are also rarely

conducted. Hence, it may be argued that chances for staff to participate in decision-making have been remote in these schools. Moreover, as it has already been seen in the previous chapter, some teachers have a laissez faire attitude toward work and some do not even attend to some of their classes. This is a sign that these teachers are not adequately motivated to work. There is need for the school-based managers to use a variety of ways to motivate their staff. Commonwealth (1993) observes that different people are motivated in different ways. Therefore, there is need for school managers to employ different methods of motivating staff so that as many members of staff as possible are made to work at their best.

6.4.1.2 Supervision

The study results show that there was inadequate supervision in the schools. The majority (60%) of the heads of departments indicated that they best ensured teaching and learning were taking place in their departments by checking schemes and records of work every fortnight (table 5.15a).

Experts on management recommend that the best supervision is done by walking around and physically checking the situation (MOE 2006b & Commonwealth 1993). It can be argued that supervising by checking schemes and records of work every two weeks is more of remote method of supervision other than being the first option, and it can best be used as a method to supplement supervision by walking around. No wonder that the majority (75%) of the students in these four schools indicated that they had some of their classes not being attended to by the subject teachers. As already pointed out, there is need for school-based managers to closely supervise teaching and learning by observing some of the lessons and walking around the classrooms to check if teachers are physically in the classrooms and working.

Use of period registers is one of the most effective ways of checking whether a teacher has taught a lesson or not. As data in table 5.15b shows, the majority of the students (73.4%) indicated they had period registers in their classrooms while a quarter (25%) indicated they had no period attendance registers in their classrooms. This shows that most school-based managers had taken the right step to check on teacher abscondment of classes. The majority (60.9%) of the students who had period

registers in their classrooms indicated that teachers signed in the period register to show that they had taught, and only few (14.1%) indicated that teachers never signed in the period registers after teaching (table 5.15c). Here again this indicates that most school managers had taken steps in the right direction. However, having period registers in the classrooms and not taking any action on teachers who do not attend to their classes is one way of perpetuating this unbecoming behaviour among the teachers. There is need for school managers to take up tough action on the teachers who deliberately do not attend to some of their classes.

Training students to take responsibility to ensure that teaching and learning takes place in their classes is one way of ensuring that most classes are being attended to by teachers. The study results show that the majority (64.1%) of the students had their class monitors going to find out in the staffroom about the teacher once s/he was absent for class and only 14.1% said they just made noise in class. However, this indicates that in most classes students have been trained to take responsibility by making effort to fetch teachers from the staffroom. This is a right step in the right direction. Nevertheless, there is need that all the students in the different classes take such responsibility if unattended classes should be a thing of the past in these four schools.

6.4.1.3 Corrective Measures

The study results (section 5.4.1.3) show that school-based managers apply corrective measures, such as disciplining staff and students who misbehave, in order to bar them from committing similar offences. However, as argued elsewhere above, most school-based managers are reluctant to discipline their staff because of the bureaucracy involved before a final disciplinary action can be taken. This reluctance to report teacher indiscipline cases to the division office, it may be argued, is responsible for increase in teacher indiscipline. Kanyongolo and CWED (2004: 2) observe that:

disciplining members of staff in any employment set up is one of the fundamental ways of running any organisation or institution. Disciplinary action as a behavioural control technique is necessary when self-discipline breaks down. Effective discipline can eliminate ineffective employee behaviour.

In this vein, it should be pointed out that the Ministry of Education expects rules of natural justice to be followed when headteachers handle both teacher and student disciplinary cases if their recommendations are to be taken into consideration (Kanyongolo 2004). By “Rules of Natural Justice”, the Ministry of Education expects the headteachers to give the culprits “the right to be heard” and observe “the rule against bias” (Kanyongolo 2004). Most school-based managers have been frustrated that teachers and students who are habitual offenders have been reinstated into the teaching service and schools respectively. The main reason has been because they did not follow the above rules when handling the cases.

6.4.1.4 School-based Professional Development Activities

In order to improve teachers` knowledge and skills, school managers in the four schools of study indicated that they were organising professional development activities. However, the study results (table 5.1) show that school-based professional development activities were rarely organised. For example, half (50%) of the heads of department in these four schools indicated they had organised professional development activities once in the previous term, and a fifth (20%) indicated they had never organised professional development activities for their teachers so far.

It might be concluded that most school-based managers are not putting into practice what they had learnt in the SEP School Management programme and SMIP. Since participants in these two programmes go through a module on trainer of trainers and as part of the practicum, the participants write a training action plan to be implemented immediately they arrive in their respective schools. There is need for school-based managers to organise a variety of professional development activities to make their teachers improve their pedagogical knowledge and skills.

6.4.1.5 Use of Documents as point of References

The study findings (section 5.4.1.4) indicate that headteachers of the four secondary schools used various documents to assist them manage the schools effectively. For example, among the documents mentioned, the headteachers said they referred to *The Handbook for Secondary School Administration*, *Teaching Service Regulations (TSR)*, *Malawi Public Service Regulations (MPSR)*, *SEP Modules on Management*, and *MOE Policy Guidelines on Discipline in Secondary Schools*. As much as these documents

allow headteachers to take the right course when looking at issues, however it may be argued that these documents offer limited frames to school managers since they emphasize mainly on the *structure frame* and *human resource frame*. This will be argued further later in this chapter.

6.4.2 Strategies Employed by Ministry of Education

The Central West Education Division Office and the Ministry of Education head office have implemented a number of activities in order to improve the management of secondary schools. These strategies are; organising professional development activities, carrying out inspection and supervision in schools and implement programmes to address training needs of school-based managers.

6.4.2.1 Organising Divisional Professional Development Activities

The study results (section 5.4.2.1) indicate that the division office organised professional development activities in order to improve headteachers' effectiveness and efficiency. Every term it had been convening management meetings with secondary school headteachers from within the division, and had also organised an induction course for new headteachers. However, this is contrary to the assumption in section 1.3.2 that cluster-based workshops were also organised by the division office.

In terms of management meetings, agenda had included discussing problems faced by headteachers such as staff and student discipline and had also been discussing revenue collection. The induction course for new headteachers had covered financial management, general school administration and staff motivation among other things.

These were the right steps in the right direction. However, although issues of staff motivation had been on the agenda of the divisional headteacher management meetings, the results of this study show that headteachers in three of the four study schools used very limited ways of motivating their staff. As already indicated elsewhere, three of the managers used mainly organising INSETs and awarding monetary rewards in order to motivate their staff. There is need that deliberate steps should be taken by the division office to visit the schools to check if what is discussed during divisional management meetings is indeed being implemented. These should

be done by making Education Methods Advisors make a special follow up on this to give appropriate feedback to the division manager. This might assist to improve the situation further.

6.4.2.2 Inspection and Supervision

Issues of inspection and supervision have already been discussed at length in section 6.2.2.4 and need not to go further than that. However, suffice to say that due to inadequate number of officers at the division office (two out of eight), not many supervisory and inspection visits had been taking place in the schools. Nevertheless, while waiting for officers to be posted to the division, arrangements can always be made either by asking Ministry of Education Headquarters or other neighbouring division offices to allow their officers assist in inspecting and supervising schools in this division. Inspection and supervision are now essential elements in school improvement in Malawi.

6.4.2.3 Programmes to address Training Needs of Headteachers

The Ministry of Education, as it has been indicated in section 5.4.2.2, is currently doing something to address training needs of headteachers and senior school staff in secondary schools. Contrary to the assumption in section 1.3.2 that the Ministry of Education was continuing with the SEP World Bank sponsored programme, the Ministry is currently running two training programmes; School Management Improvement Programme (SMIP) and School Management Training programme under ESSUP. School-based managers in these two programmes go through eight modules; School Improvement, Managing Classrooms, Effective and Efficient use of instructional materials and equipment, Promoting gender equality in secondary school, Guidance and Counselling, HIV and AIDS awareness, School Management and Training of Trainers.

As already indicated, so far three headteachers and six senior school staff in the study schools attended SEP school-based management training and one headteacher and 5 senior school staff attended SMIP. The headteachers and senior staff are expected to implement what they had learnt during the training in their schools. They are expected to bring innovations in schools such as initiating staff to share ideas at departmental and school levels; introduce participatory management, participatory teaching and

learning methods, issues of classroom organisation and management, staff motivation, and supervision (MOE 2005b), among many other innovations.

However, since the first school-based management training programme (SEP) was concluded in 2003, most of these innovations have not been embedded in the Malawian secondary school system. As the study results indicate, there is still inadequate supervision as evidenced by many classes not being attended to, staff not sharing ideas as expected, few departmental professional development activities, staff meetings being conducted seldom, inadequate student involvement in the lessons and headteachers using limited ways of motivating staff contrary to what they learnt in Module 1. Therefore, overall how can the situation be improved in these schools?

6.5 How the Situation Can be Improved

In order to improve the effectiveness and efficiency of the management and leadership of the four secondary schools, something more than the efforts already taken by the school-based management and the Ministry of Education should be done. The Ministry of Education headship training programmes should emphasize on the development of leadership skills in addition to management skills. School-based managers should be exposed to many *frames* to enable them use the most appropriate frames when faced with different issues. Headteachers should make secondary schools learning organisations. Headteachers of big secondary schools should be engaged on contract to motivate them and make them perform more effectively. Issues of culture and context should be taken seriously by school managers when introducing new practices in the schools.

6.5.1 Development of leadership skills

To begin with, as already seen in Chapter 5, three headteachers indicated that they used *The Handbook for Secondary School Administration* and *Ministry of Education Policy Guidelines on Discipline in Secondary School*, among other documents, as references when managing their schools. These two documents emphasize on orthodox approach in administering secondary schools. The reliance on the use of orthodox approach in administration of schools is one of the contributing factors to management ineffectiveness and inefficiency. The orthodox administration theory claims that “organisations, such as schools, are real, concrete institutions whose

regularities can be both investigated and predicted” (Foster 1994: 179). This approach further claims that “certain and true knowledge of administration can be discovered and an administrative `science` established” (Foster 1994: 180). This way of thinking is contrary to constructivists way of looking at administration. They assert that “organisations are a (*sic*) phenomena that are socially constructed; they exist as aspects of human will and imagination, and their administration, are essentially arbitrary; they follow no pre-ordained law of organisation” (Foster 1994: 179). In line with this, Simkins (2005: 9) argues that “ideas about leadership which are predicated upon the assumption that `what works` can be identified, prescribed and replicated are at least an inadequate way of conceiving the concept and often may be inappropriate and unhelpful”. As a result of this, critical theorists in educational administration are against the claims of the orthodox approach to administration. They argue, as Foster (1994: 180) puts it, “that such attempts to obtain certain knowledge are doomed to failure, because of lack of predictability of human affairs, but also because they divert attention away from essentially moral basis of educational administration”.

The orthodox approach is associated with managers whereas the constructivists approach is associated with leaders. This entails that it is important for schools to be managed by leaders other than managers per se since human beings are unpredictable and are motivated differently in order to make them work to their best capacity. Mhango (2006) draws a clear distinction between a leader and a manager as he has summarised in table 5.16 below.

Table 5.16: Distinction between a Leader & Manager

A Leader	A Manager
Innovates and develops	Administers and maintains
Challenges the status quo	Accepts the status quo
Focuses on people	Focuses on system
Takes a long term view	Takes a short term view
Scans the horizon	Checks the bottom line
Inspires trust	Relies on control
Asks what and why	Asks how and when
Sometimes changes rules	Always works to the rules

Source: Mhango (2006: 5)

As table 5.16 above indicates, a leader innovates and develops, and sometimes changes the rules to fit the situation s/he is facing, whereas a manager administers and maintains, and always works to the rules. It can therefore be argued that a leader is associated with higher decision-making skills compared to the manager. Therefore, if secondary schools have to be run effectively and efficiently, headteachers need to acquire leadership skills in addition to management skills. Hence it is imperative that the designers of headship training programmes in the Ministry of Education should also put much emphasis on imparting leadership skills to headteachers in addition to management skills.

6.5.2 Reframing

As indicated above, school managers of the four schools use limited *frames* when dealing with issues in their schools. They use mainly the *human resource frame* (as emphasized in *SEP School Improvement Module* and *MPSR*) and *structural frame* (as emphasized in *The Handbook for Secondary School Administration*). As Bolman and Deal (1984) have put it, “*Frames* are windows on the world. *Frames* filter out some things while allowing other to pass through easily. *Frames* help us to order the world and decide what action to take” (in Bush 1995: 20).

In order to be effective, school-based managers should be trained and encouraged to reframe. Bolman and Deal (1997: 5) observe that “effectiveness deteriorates when managers and leaders cannot reframe. When they don` t know what to do, they do more of what they know”.

As already seen in Chapter 3, there are four frames that Bolman and Deal (1997) identify that managers can use to make their organisations effective and efficient. Firstly, the *structural frame* which treats the factory as a metaphor of an organisation. It emphasises goals, specialised roles and formal relationships, and allocates responsibilities to participants and create rules, policies, procedures and hierarchies to co-ordinate diverse activities. Secondly, the *human resource frame* which sees an organisation as much like an extended family, inhabited by individuals who have needs, feelings, prejudices, skills, and limitations. Thirdly, the *political perspective* which views organisations as arenas, contests, or jungles and that different interest

groups compete for power and scarce resources. And that bargaining, negotiation, coercion and compromise are part of everyday life. Finally, the *symbolic frame*, which looks at organisations as tribes, theatres or carnivals and sees them as cultures, propelled more by rituals, ceremonies, stories, heroes and myths than by rules, policies, and managerial authority.

Bush (1993), as already seen in Chapter two, advocates that school managers should be aware of the six management models and use the most appropriate according to the situation being faced in the school. The models are namely, *Formal, Collegial, Political, Subjective, Ambiguity and Cultural Models*. Simkins (2005: 21) observes that each of these frames and models, in its own way, “provides a rich resource to enable educational leaders to clarify their views about organisations and their leadership, to gain greater insight into those of others, and to enrich their repertoire of possible responses to the challenges that they face”. Hence, as the school managers learn to apply these different frames and models, they should be in a position to develop greater appreciation and understanding of the schools they are working in.

Dunford & Palmer (1995) “found that management courses that taught multiple frames had significant positive effects over both the short and the long term” (in Bolman & Deal 1997: 16). Furthermore, Bolman & Deal (1997: 16) report that “another series of studies has shown that the ability to use multiple frames is associated with greater effectiveness for managers and leaders”. As such, it is important that the Ministry of Education training modules for school-based managers should teach multiple frames to make headteachers effective.

6.5.3 Learning organisations

The managers of the four study schools can be more effective if they make their schools learning organisations. Collie and Taylor (2004: 139) define a learning organisation as “organisation devoted to continuous improvement through continuous learning”. For example, as indicated earlier in Chapter 5, the results of this study reveal that some of the school-based managers (heads of departments) do not organise and conduct school-based professional development activities in order to share good practices among staff and subsequently improve teaching and learning.

Collie & Taylor (2004) carried out a study with the aim of applying a learning organisation framework to improve understanding of university departmental efforts to improve the quality of teaching. The results of this study indicated that those departments with the highest vision and leadership also had the highest teaching improvement. Collie & Taylor (2004: 146) therefore conclude that “the implication is that greater gains in teaching improvement are associated with higher levels of shared vision, shared leadership, and shared responsibility for departmental goals”.

Similarly, if school-based managers in the four schools of study have to be more effective, they have to adopt the learning organisation framework such as developing a vision for the future, enacting participatory leadership, creating effective knowledge collection and communication structures, and cultivating a learning culture of individual and organisational learning. This entails that these secondary schools have to shift the image they have now which I may refer to as that of “closed systems” and wear the new image of “open systems”. The two models below (Figures 3a & 3b) illustrate the difference in the Malawian setting between schools which are “closed systems” thereafter referred to as non- learning organisations and those schools which are “open systems” thereafter referred to as learning organisations.

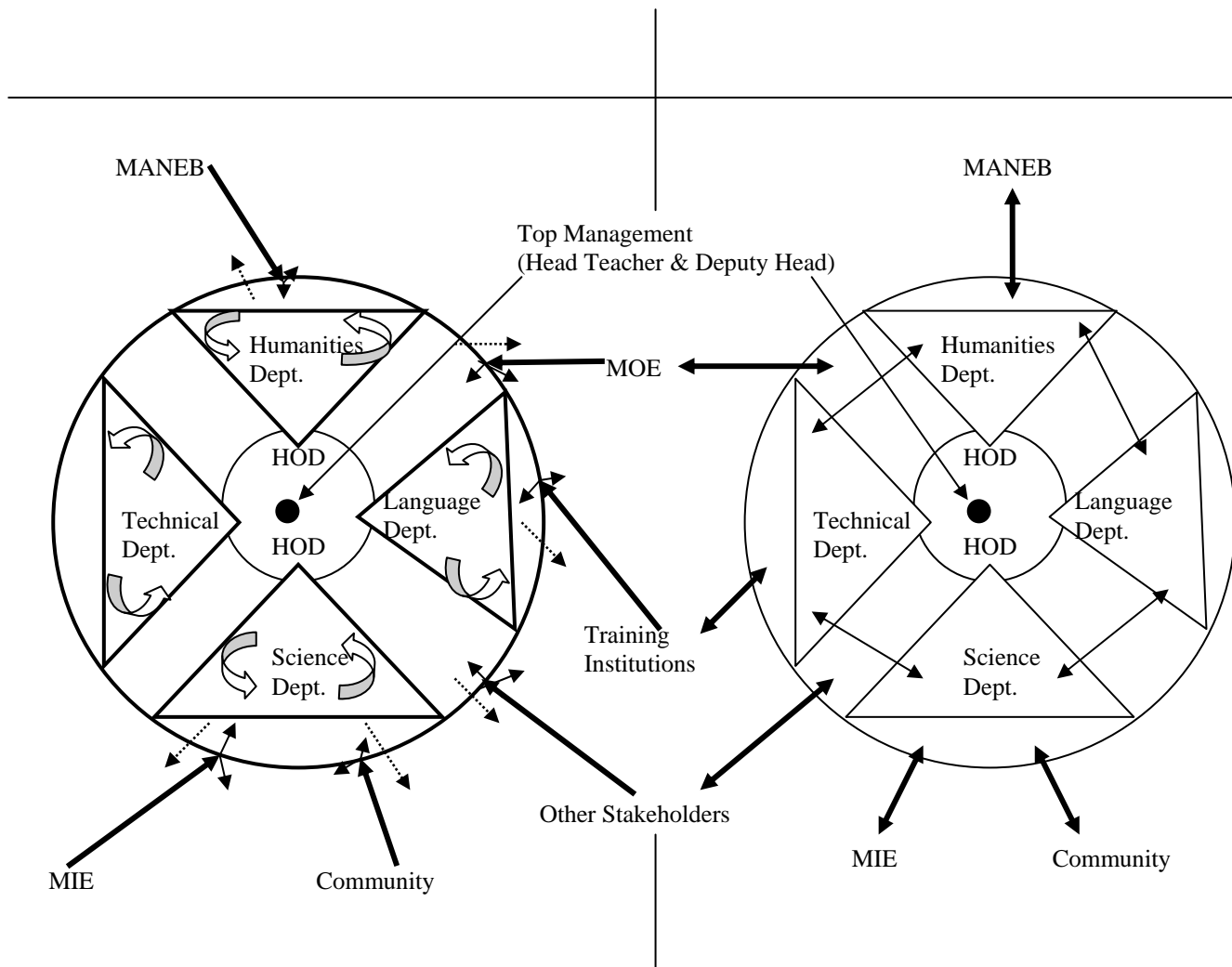
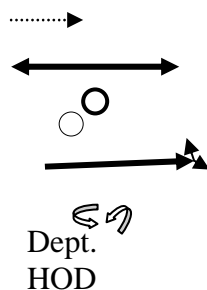


Figure 3a: School as Closed System

Figure 3b: School as Open

System

Key:



Little information filtering out
 Free exchange of information
 Semi-porous boundary
 porous boundary
 Some information is blocked
 Information circulate within
 Department
 Head of Department

Figure 3a shows that schools which are non-learning organisations work as “closed systems”. Little information from stakeholders, such as MOE, MIE, MANEB and the

community, reaches the schools. Most of the information circulates within the individual departments without being shared with the other departments. The little information gained is not used to improve the process of teaching and learning. This reflects what is mostly happening in the four study schools. On the other hand, Figure 3b illustrates a school as an “open system” or as a learning organisation. Information from the various stakeholders such as MOE, MANEB, and MIE reaches the school. And information from the school is exchanged freely with the stakeholders. Information is shared within the departments and with members of other departments, and this information is used to improve teaching and learning in the school.

Therefore, if the four secondary schools have to be learning organisations, there is need for the school management and leadership to put in practice the following. First, members of staff and students should be involved in decision-making about school affairs. Second, ideas should be sought on how to improve teaching and learning from teachers, students, parents and other stakeholders such as training institutions, MIE, MANEB and the Education Division Office. Third, the headteachers should cultivate a learning culture for individuals and the organisation, as already pointed out above. Staff development activities, such as departmental and school-based in-service education and training (INSET), should be conducted with the aim of sharing good practices for the improvement of teaching and learning. Weaknesses identified by school inspectors should be drawn into issues that the school development plan should redress. There should be free flow of information in both directions, horizontally and vertically. School management should be in a position to evaluate whether activities and exchange of information going on in school is for the benefit of improving teaching and learning or not. If not, school managers should adjust the activities accordingly.

In short, for the four secondary schools to be learning organisations, the school-based managers should ensure that knowledge and skills are acquired and utilised to improve the teaching and learning processes in their schools.

6.5.4 Headteachers on contract

More important also, in order to improve management of secondary schools in Malawi, the Ministry of Education needs to motivate headteachers by engaging the

headteachers of big schools (with a capacity of 480 students and more) on contract. As Tjeldvoll *et al.* (2005: 42) suggest:

This leader ought to be employed on contract with a competitive salary, and the contract renewed only when the external evaluation had confirmed that he or she had made the school reach the goals of learning achievement of quality for all students.

With a competitive salary, the headteachers on contract should be motivated to work hard to make the school more effective. On face value this development should be easy to be implemented by the Ministry of Education since some top civil servants in Malawi are also engaged on performance-related contracts. However, in practice if this development has to indeed improve the management of secondary schools, there would be need for the Ministry of Education to look at two things.

First, currently it has been found that the difference in salary between assistant directors, which is the lowest grade of officers on contract, with those officers who are immediately below them is too huge, a difference of more than 50,000 Malawian Kwacha (US\$ 483.30). This has demoralised subordinate officers who have argued that the assistant directors and the officers above them should be the ones who should be working hard. If the issue of contract-related performance has to be implemented successfully in secondary schools, there is need also to raise the salaries of the deputy headteachers and other teachers in order to narrow the salary gap which is currently the bone of contention in the civil service.

Second, if the secondary schools have to be managed effectively and efficiently, the saying “everything for everyone” should be avoided at all cost. In other words, what type of managers should the Ministry of Education engage? As Tjeldvoll *et al.* (2005: 43) suggest:

. . . first, we look for people having demonstrated that they can organise learning effectively; secondly, within that group we look for people who can demonstrate that they can make their teacher colleagues develop their professionalism; and thirdly, within the group covering these two criteria, we select those who have also demonstrated that they can manage (administratively) the school as organisation in an effective and efficient way.

Furthermore, Tjeldvoll *et al.* (2005) observe that practicing teachers make the best future school leaders as opposed to engaging everybody with qualifications in business management.

6.5.5 Culture Sensitivity

Finally, but not least, for the innovations that have been discussed in this section to be successfully implemented in schools so that teaching and learning become effective, the school leadership need to be culture sensitive. Geertz (1973) describe culture as “the way people communicate, perpetuate, and develop their knowledge about attitudes toward life” (in Slatter *et al.* 2006: 154). Dimmock & Walker (2005: 7) define culture as “the values held by members of a given group that distinguish it from other groups”. And that these include the norms they follow, and the material goods they create.

Most changes introduced in the schools, which are meant to make the schools more effective and efficient, have failed to gain ground because they have been imported wholesale from the Western World and as such they have been resisted. Bolden & Kirk (2005: 2) observe that:

Western management and leadership theory may represent a new form of colonialism- enforcing and reinforcing ways of thinking and acting that are rooted in North America and European ideologies. By doing this, there is a tendency to play down the importance of indigenous knowledge, values and behaviours . . . Such an approach to leadership and management theory, however, is not only pejorative . . . but also obstructive to the emergence of a more constructive theory, practice and policy.

Most of the innovations transferred into the Malawian education system have been alien to the indigenous culture and this had led to teachers inwardly resisting these innovations. For example, as already indicated, the SEP school-based management training, which was meant to implement innovations such as participatory management, joint planning and sharing of good practice, gender sensitivity, school development planning, child-centred learning, among others, the adoption of these new practices has not been successful because the issues of culture and context were not emphasized during training of the managers and were therefore not tackled properly by the managers when implementing the innovations. These innovations meant to improve schools, are alien to existing cultures in the schools. As such

McLean (1997: 77) advises that “organisation theories need to be treated with special caution when concepts are transferred from one political-administrative culture to another”. Dimmock & Walker (2005: 7) therefore note that “understanding the schools culture is a prerequisite for any external change agent. This involves assessing the current culture and then working towards positive cultural norms”. They further point out that “effective school leadership and management are therefore seen in terms of their capacity to build strong institutional cultures based on shared values conducive to promoting collaboration in enhancing quality, especially in teaching and learning, thus bringing about school improvement” (Dimmock & Walker 2005: 68).

Above all, it is imperative that the Ministry of Education when designing its training programmes for school managers, should emphasize on issues of “culture sensitivity”- how new innovations can be incorporated and adopted in the schools without transcending cultural boundaries. If this can be done, innovations will be easily adopted in the schools and school improvement can be realised.

6.6 Summary

This chapter has discussed that the impact of management’s ineffectiveness and inefficiency on teaching and learning is profound in the four study schools. Many classes are not being attended to by teachers due to inadequate supervision. Student attainment in the schools is low. The average pass rate at MSCE for the three schools for the past three years is 49.8%. Student repetition, drop out and transfers are common. The ineffectiveness and inefficiency have, first, been caused by inadequate managerial knowledge and skills such as having inadequate supervisory, organisational and motivational skills. Second, they have been caused by inadequate number of teachers and other resources. Both the schools and the Ministry of Education have organised professional development activities to redress the situation. However, implementation of ideas acquired in these activities has been minimal. Nevertheless, the situation in these schools can improve if managers’ acquisition and use of leadership skills are emphasized on; managers are trained to reframe; the schools adopt the learning organisation framework; the Ministry of Education motivates headteachers by engaging them on contract; and issues of culture sensitivity are considered when implementing innovations. The next chapter presents the conclusion and post study reflection.

CHAPTER 7: CONCLUSION AND RECOMMENDATIONS

7.1 Introduction

This chapter concludes the study. First, it gives the summary and conclusion of the study. Secondly, it discusses the study implications and post study reflections. Finally, it outlines recommendations of the study.

7.2 Summary and Conclusion

This study investigated the impact of management on teaching and learning in Malawian Secondary Schools. Four secondary schools of different characteristics in Central West Education Division were identified for the study. Three research questions guided the study; (a) What are the contributing factors to school-based management ineffectiveness and inefficiency? (b) What is the impact of school-based management ineffectiveness and inefficiency on teaching and learning in these secondary schools? and (c) What strategies have school-based management and the Ministry of Education put in place to redress these problems and how effective are these strategies? Both quantitative (questionnaires) and qualitative (semi-structured interviews) approaches were used to obtain data. Sixty four (64) students and 20 Heads of Departments completed the student and senior school staff questionnaires respectively. Four Headteachers, the Education Division Manager (CWED) and the Training Manager in DTED were interviewed.

The results show that the impact of management's ineffectiveness and inefficiency has profound effect on teaching and learning in the four study schools. Many classes are not being attended to by the subject teachers. Student attainment in the schools is low. Many students repeat in the schools in order to improve their examination results. Teacher and student misbehaviour is rampant, and so too student transfers from one school to another looking for better schools. Student drop-out is common in the schools. But contrary to the assumption in chapter one, this is mainly due to early marriages and teenage pregnancy and not due to loss of interest in school because of inadequate teaching and learning.

The major contributing factors to management's ineffectiveness and inefficiency are several. First, there are factors within the headteachers' control. School-based

managers have inadequate managerial and leadership skills such as supervisory, motivational and organisational skills. Second, there are factors beyond the headteachers' control. In these schools there is inadequate number of teachers, large classes which do not match with the schools' resources, unqualified and under-qualified teachers, inadequate finance and teaching and learning materials.

Both the schools and the Ministry of Education have come up with strategies to redress ineffectiveness and inefficiency. The school managers have tried to motivate staff and supervise teaching and learning. However, they have used limited ways of motivating staff and less effective ways of supervision, and have seldom organised professional development activities. The division office has been organising management meetings with headteachers and conducted induction courses for new headteachers. The Ministry of Education headquarters, through the Department of Teacher Education and Development (DTED), has been implementing school management improvement training programmes. However, most of the ideas and skills acquired by school-based managers are not being put to practice in the schools.

In conclusion, the contributing factors to management's ineffectiveness and inefficiency identified in the four study schools can be redressed. These can be redressed if the school-based managers and the Ministry of Education take actions and implement innovations as recommended below.

7.4 Implications and Post Study Reflections

This study is intended to expose the continued contributing factors to management ineffectiveness and inefficiency, and their impact on teaching and learning in the four study schools despite several interventions both at school and ministerial levels. This is done so that some of the study findings and recommendations can be put to use by the headteachers and more also by the Ministry of Education in Malawi in improving the management of secondary schools in general and in designing training programmes for school-based managers in particular.

This study has revealed a wide range of issues about the contributing factors and impact of management ineffectiveness and inefficiency on teaching and learning that warrant further exploration and elaboration. Therefore, there is need for a large scale

study on *Management's Impact on Teaching and Learning in Malawian Secondary Schools* to be carried out so that the issues can be exposed on a larger scale and be redressed. For as Bush (1995: vii) observes, “many factors contribute to differences in the performance of educational institutions but there is evidence that the quality of management is an important variable in distinguishing between successful and less successful schools”.

7.5 Recommendations of the Study

In order for the situation to improve in these secondary schools, the following are the recommendations:

- The school-based managers should closely supervise teachers to ensure adequate teaching and learning take place in the schools (see section 6.4.1.2).
- Headteachers of the four schools should make their schools learning organisations to make them effective (see section 6.5.3).
- The designers of headship training programmes in the Ministry of Education should put much emphasis on school-based managers developing leadership skills (see section 6.5.1).
- The Ministry of Education management training modules should incorporate multiple *frames* to make school managers use the most appropriate *frames* once faced with issues in their schools (see section 6.5.2).
- Issues of culture and context should be taken into consideration when the Ministry of Education is designing training programmes and when school managers implement innovations in the schools (see section 6.5.5).
- The Education Division Office should monitor and enforce the implementation of knowledge and skills gained by school managers during professional development activities (see section 6.4.2.1).
- The Ministry of Education should motivate headteachers of big schools by engaging them on contract with a competitive package (see section 6.5.4).

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9.0 APPENDICES

Appendix 1: Guide for semi-structured interviews with headteachers

1. How long have you been a headteacher of this school?
2. What was the performance of your school at MSCE during the past three years? Were you satisfied with the performance? Why?
3. How many repeaters do you have in your school this year, and what are the reasons for repeating?
4. How many students have dropped out of your school this year, and what are the reasons for dropping out of school?
5. How many students have transferred out and into this school this year, and what are the reasons for transferring in and out of this school?
6. Which documents do you use as references when managing your institution?
7. How do you motivate your staff?
8. Which challenges do you face when running this institution, and how do you deal with the challenges?
9. Has the Ministry of Education run any programme to improve the knowledge and skills of headteachers in the country for the past seven years in which you have been involved? How beneficial have the programmes been to you?
10. Have you at any point in time confided with the division office to transfer away a teacher from your school because she or he was a trouble shooter? How often has this happened?
11. Do you have any suggestions on how the performance of headteachers can be enhanced in Malawi?

Appendix 2: Guide for semi-structured interview with the Education Division Manager for Central West Division

1. How do you ensure that secondary schools are managed effectively and efficiently in your division?
2. What are the common ineffectiveness and inefficiency you observe in your secondary schools?
3. As a division or ministry, do you have programmes/activities in place to improve the efficiency and effectiveness of headteachers in secondary schools? What are these activities or programmes?
4. How do you ensure that teaching and learning takes place as scheduled in your schools?
5. What challenges do you face in the process of ensuring that teaching and learning takes place as scheduled in secondary schools under your jurisdiction?
6. How often do you receive requests from headteachers to post away teachers who are trouble shooters in their schools? What has been your response?
7. 2006 Education Statistics indicate there are increased students transfers from one school to the other. Is this trend observed in your division? What are the reasons for this increase?
8. Do you have any future plans to improve the management of secondary schools in your division?

Appendix 3: Guide for semi-structured interview with the Training Manager in the Department of Teacher Education and Development (DTED)

1. Do you currently have any programmes in place to address training needs of secondary school headteachers in the country?
2. How do you identify Trainers of Trainers (ToTs) of these programmes?
3. Which aspects of these programmes need to be improved to make them more effective?

Appendix 4: Questionnaire for Senior School Staff (Heads of Department)

Instructions:

- Do not indicate your name on this paper.
- Tick your suggestion, and in some cases fill in your suggestion.

Questionnaire

Code

- Are you male or female?
Male _ Female _ 1, 2
- How best do you describe examinations results of your school at MSCE in the past three years?
Excellent _ 1
Very Good _ 2
Good _ 3
Average _ 4
Slightly Below Average _ 5
Poor _ 6
Don` t know _ 7
- If the results at MSCE are not good, which of the following is the main reason for this? (If the results are good, proceed to 4)
The school is lacking some teaching and learning materials _ 1
The school has a shortage of staff _ 2
Staff do not work as a team _ 3
Many students selected into the school are slow learners _ 4
Other (Specify). _ 5
- Which of the following best describes what you do to make sure that teachers in your department are prepared for their lessons?
Checking their schemes of work every fortnight _ 1
Talking to the teachers about the lessons to be taught in the week _ 2
Demanding all the teachers show me the work they are going to teach in the week _ 3
Discussing some of the work to be taught with the teacher _ 4
By not interfering in what they are going to teach - 5

- Other (Specify). - 6
5. How often do you organise professional development activities in your department?
- | | | |
|--------------------------|---|---|
| Once a week | — | 1 |
| Once a month | — | 2 |
| Once a term | — | 3 |
| Never | — | 4 |
| Other (Specify). | — | 5 |
6. How best do you ensure that teachers in your department teach as planned?
- | | | |
|---|---|---|
| I go around the classes to check. | — | 1 |
| I check work in pupils` exercise books. | — | 2 |
| I demand that each teacher show me his or her progress records. | — | 3 |
| I check records of work of each teacher every fortnight. | — | 4 |
| I don` t do anything since every teacher is responsible. | — | 5 |
| Other (Specify). | | 6 |
7. Which of the following statements best describes what you do to teachers who work hard in your department?
- | | | |
|--|---|---|
| I praise them verbally. | — | 1 |
| I use them as examples to encourage the others. | — | 2 |
| I write them a memo to thank them for good work. | — | 3 |
| I encourage them even to work harder. | — | 4 |
| I don` t have anything to offer them. | — | 5 |
| Other (Specify). | | 6 |
8. Are staff meetings conducted every month?
- Yes . . . No . . . , 1, 2
10. Which of the following best describes what you do to teachers who do not regularly give written exercises to pupils?
- | | | |
|---|---|---|
| I talk to them about importance of written exercises. | — | 1 |
| I report them to the headteacher for disciplinary action. | — | 2 |
| I write them a warning letter. | — | 3 |
| I reason with them so that they understand the importance of written exercises to pupils. | — | 4 |
| I denounce them during staff meetings. | — | 5 |

Other (Specify)	-	6
11. As a department, have you had any opportunity in the past two terms for your teachers to share good practice?		
Yes_	No_	1, 2
(If Yes, go to 12. If No, go direct to 13)		
12. Which of the following best describes what the teachers shared on?		
How to prepare schemes and records of work	-	1
How to manage classes	-	2
How to use pupil-centred methods	-	3
How to handle student disciplinary issues	-	4
How to improve staff relations	-	5
Other (Specify)	-	6
13. How often does management of the school meet staff to discuss how to improve teaching and learning?		
Every week	-	1
Every two weeks	-	2
Every three weeks	-	3
Every month	-	4
Once a year	-	5
Never	-	6
14. How often do you have student violence in your school?		
Every month	-	1
Once a term	-	2
Once every academic year	-	3
Once every two years	-	4
Never	-	5
Other (Specify)	-	6

15. Which of the following best describes the main cause of student violence in the school?

- | | | |
|---|---|---|
| Inadequate teaching and learning | — | 1 |
| Shortage of staff | — | 2 |
| Shortage of teaching and learning materials | — | 3 |
| Favouritism by management in handling pupil disciplinary issues | — | 4 |
| Poor diet | — | 5 |
| Other (Specify). | — | 6 |

16. Which of the following best describes what management does when there is student crisis?

- | | | |
|---|---|---|
| The Headteacher consults senior staff to resolve the crisis. | — | 1 |
| The Headteacher and the deputy resolve the conflict. | — | 2 |
| The Headteacher, deputy and prefects resolve the crisis. | — | 3 |
| Management team, teachers and student leaders consult for solutions. | — | 4 |
| The headteacher immediately asks for assistance from the division office. | — | 5 |
| None of these | — | 6 |

THANK YOU

Appendix 5: Questionnaire for Students

Instructions:

- Do not indicate your name on this paper.
- Tick and in some cases fill in the answer.

<i>Questionnaire</i>	<i>Code</i>
1. Are you a boy or girl? Boy_ Girl_	1, 2
2. How old are you? —	
3. Are you motivated to learn? Yes _ No _ (If Yes, go to 4. If No, go to 5.)	1, 2
4. If yes, which of the following best motivates you to learn?	
My fellow students encourage me to work hard. —	1
Most teachers explain concepts clearly. —	2
The Head teacher encourages us to work hard. —	3
Teachers give us adequate work. —	4
Most teachers are helpful in the school. —	5
Other (Specify) —	6
5. If No, which of the following de-motivates you most?	
My fellow students tease me. —	1
Most teachers do not give us adequate work. —	2
There are inadequate textbooks in the school. —	3
Teachers do not give us written work. —	4
Our written work is not marked in most subjects. —	5
Some teachers do not teach most of their lessons. —	6
Other (Specify) —	7
6. Which subject in the school do you find most interesting? —	1
7. Which of the following best describes why you find the above subject interesting?	
The teacher uses methods that make us participate actively in class. —	1
There are adequate learning materials for the subject. —	2
The teacher marks our work regularly. —	3
The teacher encourages us to work hard. —	4
The teacher explains why we get the problems wrong very well. —	5
Other (Specify) —	6

8. Which subject do you find most difficult?
..... — 1
9. Which of the following reasons best describes why you find the
the subject particularly difficult?
The teacher is fast when teaching. — 1
Learning materials for the subject are lacking in the school. — 2
Written work is not marked in most cases. — 3
The teacher does not come to class as expected. — 4
I am not fully involved in the lessons. — 5
Other (Specify) — 6
10. Do you sometimes have classes which are not attended to by the
the subject teacher?
Yes _ No _ 1, 2
(If Yes, go to 11. If No, go straight to 13)
11. If Yes, how often does this happen?
Once a week — 1
Twice a week — 2
Three times and more a week — 3
Once a month — 4
Other (Specify) — 5
12. What do you do once the teacher is not around for his or her class?
We copy notes. — 1
We read silently. — 2
Every student does what she or he wants. — 3
We make noise. — 4
We ask the class monitor to fetch the teacher. — 5
Other (Specify) — 6
13. Do you have period registers in your class?
Yes _ No _ 1, 2
14. If yes, do teachers indicate in the register once they have taught?
Yes _ No _ 1, 2
15. Which of the following best describes what happens when the
subject teacher does not turn up for his or her class?
The class monitor goes to find out at the staffroom. — 1
The class monitor reports to the head teacher. — 2
The class monitor asks the rest of the class to copy notes. — 3
The class makes a lot of noise. — 4
Other (Specify) — 5

END

THANK YOU!

